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THE UNIVERSITY OF ALBERTA

# The Development of Alberta's Provincial Parks

by

Alan Gordon Mason

A THESIS

SUBMITTED TO THE FACULTY OF GRADUATE STUDIES AND RESEARCH

IN PARTIAL FULFILMENT OF THE REQUIREMENTS FOR THE DEGREE

OF Master of Arts

IN

Recreation

Department of Recreation and Leisure Studies

EDMONTON, ALBERTA

Spring, 1988

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The undersigned certify that they have read, and recommend to the Faculty of Graduate Studies and Research, for acceptance, a thesis entitled The Development of Alberta's Provincial Parks submitted by Alan Gordon Mason in partial fulfilment of the requirements for the degree of Master of Arts in Recreation.

Gerald Redmond
.....
Supervisor

Thomas L. Burton
.....

.....

Date 1st December, 1987.

## Abstract

The study traces and analyzes the development of Alberta's provincial parks from the enactment of the first legislation specifically related to the provincial parks, the Provincial Parks and Protected Areas Act of 1930, until the present decade, in which several new themes related to park development are identified. It is suggested that the evolution of provincial parks in Alberta can only be understood within the context of the wider societal dynamics which have prevailed at various periods in the history of the province. Accordingly, five separate stages of park development are identified, the rationale and justification for the establishment of these distinct phases are explained, and the various factors which have influenced park evolution during these periods are examined.

To an extent, the development of provincial parks can be explained in terms of government policies which were reactive to changes in the socio-economic environment. However, other factors such as the role of public interest groups, the development of other recreational land resources, and the influence of administrators and politicians on the decision-making and planning processes were also important. It is argued that the nature and pattern of provincial park development in Alberta are the result of an interactive process which has been affected by social, economic, and political factors.

## Acknowledgements

I am indebted to a number of people who gave generously of their valuable time to provide assistance to me in the course of the study. In particular, I would like to thank Mr. Tom Drinkwater, Mr. Charles Harvie, and Dr. Guy Swinnerton for the information which they provided.

I would like to thank the members of my thesis committee, Dr. T.L. Burton and Dr. J.R. Butler, for their advice and assistance. Special thanks are due to my thesis supervisor, Dr. Gerald Redmond, for his support, guidance, and friendship, not only during the completion of the thesis, but throughout my period of study at the University of Alberta.

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# I. Introduction

## A. Justification for the study

> *Despite some recent efforts, the historical development of park systems in Canada remains a neglected research field. Knowledge concerning the evolution of park systems is necessary for an understanding of their present status and to aid their future development.*[1]

While several studies have traced the growth of Canada's national park system,[2] and some attention has been devoted to the development of parks in the nation's urban centres,[3] a review of the pertinent literature would appear to indicate that this "absence of research" noted above is particularly acute with respect to provincial park systems. In the case of Alberta's provincial parks, with the exception of a few, brief, principally government-authorized reports on historical origins, the development of the provincial park system has been without doubt a neglected area of study.

The origins and evolution of a parks system are viewed here as a critical element in the philosophical and practical comprehension of that system. To ignore this aspect of a provincial park system constitutes a serious omission in terms of the potential success of future park orientation. Since the establishment of the first provincial

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[1]Morrison, K., Walls, T.R., and Bloomfield, J. 1980. *The Alberta provincial park system: A look at its development.* Park News 16(3):8-12.

[2]These are examined in the review of literature included in this chapter

[3]See, for example, Wright, J.R. 1983, 1984. *Urban parks in Ontario, Volumes I and II.* Ottawa: University of Ottawa.

parks in Alberta in 1932, the development of the provincial park system has been characterized by planning and management practices which have been both fragmented and haphazard. Recent trends would seem to indicate that this pattern has not significantly altered. By providing a comprehensive study of the development of provincial parks in Alberta, it is hoped that this may assist in contributing to an understanding of past development which may prove valuable in making future choices with respect to the provincial parks system.

In a society in which industrial expansion is being superseded by the "technological revolution," the natural resources embodied in our park systems and the opportunities for recreation they provide may yet prove to be one of our most valuable assets. Consequently, stewardship of the parks resource is not a task to be taken lightly, nor, this writer would strongly emphasize, without due consideration of antecedent development.

**B. Definition of terms**

Terms used in this research are defined as follows:

Order-in-Council: A decree used as a means of delegated legislation, giving effect in some respect to an Act of Parliament.[4] In Alberta this is normally in respect to an Act of

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[4]Walker, D.M. 1980. *The Oxford companion to law*. Oxford: Clarendon Press.

the Legislative Assembly.

Park: An area maintained as public property for the purposes of outdoor recreation and the protection of the natural environment.

Provincial Government: The body of persons that constitutes the governing authority of the geographic area referred to as a province, e.g., the Province of Alberta.

Provincial Park: An area, established as a park by Order-in-Council, and maintained as public property by the provincial government.

**C. Delimitations of the study**

The time period of the study was from 1930 until 1984. It was on March 21, 1930 that the Alberta Legislature passed the Provincial Parks and Protected Areas Act, the legislation governing the creation of provincial parks, and an Act which in fact preceded by four months the enactment at the federal level of the Alberta Natural Resources Act. It was this second Act which gave the provincial government jurisdictional responsibility for the natural resources of the province.

The early 1980's witnessed a decline in the Alberta economy, and the Public Accounts for 1981 indicated a decrease in the government's financial position for the first time in over a decade. Government income continued to fall in the ensuing years, but the Provincial Parks did not feel the full effect of the economic recession until 1984, when the Parks budget was reduced by over $6 million, the first time in more than 30 years that the appropriation for park purposes had been reduced. Thus 1984 is identified as the end of an era of park development which was characterized by growth and expansion, and the practical temporal conclusion of the study.

While the study is primarily concerned with the development of provincial parks between 1930 and 1984, reference will be made to events prior to 1930 and to the development of national, municipal, and private parks, and to other recreational land areas, where such information is deemed valuable in providing the contextual background in which provincial park development must necessarily be examined.

## D. Limitations of the study

The study was limited by the extent of the documentary evidence pertaining to the individual provincial parks. Very little written information related specifically to provincial park history is available.

The study was limited by the fact that a number of individuals whose involvement was critical to the development of the provincial parks, past and present Government Ministers, were unwilling or unable, due to temporal constraints, to cooperate in the study.

## E. Methodology

The research was historical in nature, making use of primary and secondary sources, with the aim of narrating, describing and analyzing the development of the Alberta provincial park system, and identifying the major factors which affected this development. The research concentrated on information sources such as provincial government policy statements and documents, e.g., departmental files and annual reports, the Alberta *Gazette*, local newspapers, and personal interviews. Material in local museums and archives was also consulted for information pertinent to the study.

## F. Review of the related literature

The review of literature was organized in such a manner that the sectional headings which follow are intended to correlate with the ensuing chapters in the study. As has been emphasized, there appeared to be little in the way of studies or theses directly pertaining to the development of the provincial parks in the Province of Alberta. Thus the various strands in the overall mesh of park development were drawn together from a diversity of sources.

Chapter 1. The Context of Park Development: Alberta, 1905-1985.

The purpose of this chapter is not to present a "potted" history of Alberta, but rather to highlight some of the major social, economic, political and cultural factors which have exerted major influences on both the pace and nature of provincial park development. The most comprehensive study of Alberta's past is J.M. MacGregor, 1972, *A history of Alberta* (Edmonton: Hurtig). The greater part of this study examines Alberta pre-1905, and the publication of the book in 1972 allows for the inclusion of no material concerning more contemporary developments. However, as an overview of the development of the province in the period under discussion, the study is without equal.

Ernest Watkins, 1980, *The golden province* (Calgary: Sandstone) provides a thorough political history of Alberta. While emphasizing the period during which the Social Credit government held power, i.e., 1935-1973, Watkins details successive political administrations chronologically, from 1905 onwards, identifying the major actors, controversies and political decisions which characterized these administrations.

The political and economic structure of post-1945 Alberta is perceptively analysed by John Richards and Larry Pratt, 1979, *Prairie capitalism: Power and influence in the new west* (Toronto: McClelland and Stewart). While the central theme of their study is the emergence of Alberta and

Saskatchewan as entrepreneurial agents, valuable insights into government political and economic policies are provided. These policies have had, and continue to have, direct ramifications for resource development in Alberta, and therefore the development of parks in the province.

Perhaps the most valuable work with respect to providing statistical analysis and concrete information related to the development of Alberta as a province is that edited by B.M. Barr and P.J. Smith, 1984, *Environment and economy: Essays on the human geography of Alberta* (Edmonton: Pica Pica Press, University of Alberta). A series of essays by distinguished scholars highlights the demographic, economic, and environmental trends which have characterized the evolution of the province throughout the present century. Every one of the ten essays contained in this book has a direct relationship to the context in which provincial park development has taken place.

Other readings which contribute to the provision of background information relevant to a consideration of park development include J. Barr, 1974, *The dynasty: The rise and fall of social credit in Alberta* (Toronto: McClelland and Stewart), and C.B. MacPherson, 1962, *Democracy in Alberta: Social Credit and the party system* (Toronto: University of Toronto Press). Both works concentrate on examination of the social and political aspects of the Social Credit governments. P. Sheehan, 1975, *Social change in the Alberta foothills* (Toronto: McClelland and Stewart), identifies some

of the major social and demographic alterations to the fabric and structure of society in Alberta during the past eighty years.

Lastly, several studies consider Alberta's history in the wider context of regional development. Works of this nature which contain information describing the context in which provincial park development took place in Alberta include J.W. Grant MacEwan and M. Foran, 1968, *A short history of the Canadian West* (Toronto: McGraw-Hill); J.H. Gray, 1974, *Men against the desert* (Saskatoon, Saskatchewan: Modern Press); A.W. Rasporich, 1975, *Western Canada past and present* (Calgary: McClelland and Stewart); H.C. Classen, 1977, *The Canadian West: Social change and economic development* (Calgary: University of Calgary Press); J.F. Conway, 1983, *The West: The history of a region in Confederation* (Toronto: Lorimer and Company); and A.W. Rasporich, ed., 1984, *The making of the modern West: Western Canada since 1945* (Calgary: University of Calgary Press).

## Chapter 2. The Origins of Alberta's Provincial Parks, 1927-1932.

The establishment of parks in Alberta pre-dates the creation of the province. While it is not the purpose of this study to examine the development of national parks, some reference to their presence within the provincial boundaries is necessary in terms of explaining subsequent provincial park development. The most complete study related

to the evolution of the national park system in Canada is that compiled by W.F. Lothian, 1976-1982, *History of Canada's national parks, Volumes I, II, III and IV* (Parks Canada). This four volume work comprehensively details almost one hundred years of national park expansion. Sid Marty, 1984, *A grand and fabulous notion: The first century of Canada's parks* (Toronto: NC Press) gives a rather general, although colourful, account of the development of Banff National Park. Studies by other authors more specifically examine the origins of the Canadian national parks of the Rocky Mountains. Leslie Bella, 1984, *Explaining parks and outdoor resource policy* (Canadian Congress on Leisure Research III, Proceedings) notes that the national parks were not originally created to protect the natural environment from resource exploitation, in contrast to the early U.S. national parks. Further evidence for the utilitarian motives behind the creation of the original national parks is provided by R. Craig-Brown, 1968, *The doctrine of usefulness: Natural resource and national park policy in Canada* in J.G. Nelson and R.C. Scace, eds., *The Canadian National Parks: Today and tomorrow* (Calgary: University of Calgary Press), and by S. Van Kirk, 1979, *The development of national park policy in Canada's mountain national parks, 1885-1940* (Unpublished M.A. Thesis, University of Alberta). L. Anderson and J. Marsh, 1979, *J.B. Harkin: National parks and roads*, Park News 15(2):9-16, suggest that early park administrators and the advent of the

automobile constituted primary factors in the development of national parks in the period up to 1930. Bella (1984) also indicates that the nascent conservation movement was influential during this period, while E.J. Hart, 1983, *The selling of Canada: The C.P.R. and the beginning of Canadian tourism* (Banff, Alberta: Altitude) emphasizes the role of the Canadian Pacific Railway in popularizing the mountain national parks.

Some attention will be focused on provincial park development in Canada which preceded the establishment of provincial parks in Alberta. An article by R.C. Passmore, 1966, *Provincial parks in Canada*, Canadian Audubon 28(5):150-156, provides an informative summary of the history of the provincial park systems in each province to the mid-1960's. As this is attempted in only six pages, it is necessarily short on detail. In a paper presented to the 16th Annual Great Lakes Training Institute in 1962, J.R.B. Coleman, then Director of the National Parks Branch in Canada, devoted less than two pages to the development of provincial parks. Similar space was given the same topic by Elsie M. McFarland, 1963, *A brief history of Canadian Parks* (Unpublished term paper, University of Illinois). All three writers detail the creation of provincial parks in Ontario, Quebec, and British Columbia in the period prior to 1911, over twenty years before Alberta's first provincial park was established. K. Morrison, 1979, *The evolution of the Ontario provincial park system*, Park News 15(2):3-8, identifies

Algonquin, established in 1893, as Canada's first provincial park. Summaries of the development of provincial parks in all of Canada's provinces are provided in the *Canadian Encyclopedia*. 1985 (Edmonton: Hurtig).

Three documents can be identified as contributing valuable information related specifically to the origins of the Alberta provincial park system. The first two of these were compiled by the first secretary of the Alberta Provincial Parks Board, W.T. Aiken, 1935, *Provincial Parks for Alberta* and *History of the provincial park movement in Alberta* (both unpublished). Aiken suggests that the Premier of Alberta at that time, J.E. Brownlee, was the primary agent responsible for the enactment of the Provincial Parks and Protected Areas Act in 1930, the legislation which paved the way for the establishment of provincial parks and laid out their purposes and objectives. The third document, co-authored by K. Morrison, T.R. Walls and J. Bloomfield, 1980, *The Alberta provincial park system: A look at its development*, Park News 16(3):8-12, presents a concise summary of fifty years of provincial park development, and provides limited information concerning the creation of the first parks. This article, in fact, provides an extremely valuable overview of the evolution of the provincial park system in Alberta, and contains information which pertains to the later chapters in this study. Similarly, a chapter of a thesis by W.A. Buholzer, 1973, *Outdoor recreation planning in Alberta* (Unpublished M.A. Thesis, University of British

Columbia) presents a general description of provincial park development in Alberta as it relates to the planning process. This chapter, however, contains very little information on the beginnings of the parks system.

Chapter 3. Provincial Parks: The Early Years, 1932-1951.

Save for some reference in the article by Morrison, Walls and Bloomfield (1980) to the impact of the economic depression, very little documentary information concerning this phase of park development appears to be available.

Chapter 4. Expansion of the Provincial Park System, 1951-1962.

Information for this chapter, in the form of very general overviews, is provided in the articles by Morrison, Walls and Bloomfield (1980) and Buholzer (1973) cited above. In addition, another study by C.H. Harvie, 1969, *The provincial parks of Alberta* in J.G. Nelson and R.C. Scace, eds., *The Canadian national parks: Today and tomorrow* (Calgary: University of Calgary Press) offers an administrator's perspective as to how parks policy was related to park development during this period. Harvie served as a parks planning supervisor during the 1960's.

Chapter 5. The Growth of Organization, 1962-1973.

Very little significant secondary material, save for that reviewed for the previous chapter, appears to be

extant. Information was culled from primary sources, annual reports, government documents, etc.

Chapter 6. New Directions, 1973-1984.

This period witnessed several important new thrusts in the organizational structure and development of the provincial park system in Alberta. The decentralization of the parks organization began in 1973; the move toward the development of urban parks in 1975; the creation of the first multi-recreation area in the parks system, Kananaskis Provincial Park, in 1977; and the takeover and establishment of numerous small picnic sites, classified as Recreation Areas, by the Parks Division, in 1983. During this period, the parks organization operated in a condition of almost continual realignment. Government documents and personal interviews provide the majority of the information for this chapter.

Chapter 7. Conclusions and Analysis.

The conclusions of the study are based on the material which was gathered from the sources utilized in the preceding chapters. The present park system is analyzed in terms of the historical trends which have been identified.

## G. Statement of the problem

The purpose of the study is to historically trace the development of Alberta's provincial parks and to identify the major factors which influenced that development. The main problem is to evaluate correctly the significance of the particular factors related to park development, and to draw some conclusions related to the societal dynamics which provided opportunities for and constraints on the nature and timing of provincial park development in the province.

More specific sub-problems include the following questions. Was the role played by Premier Brownlee the most significant factor in terms of providing the initial impetus for the establishment of provincial parks, or has his role been exaggerated? Were the early parks created purely in response to local demands, or as part of a wider system which was intended to serve the province as a whole? To what extent was the expansion of the park system a result of political expediency? In what way did the adoption of a "rational" planning process affect park development? In what ways have changes in the mandate of the park's administration been reflected in park development? By attempting to answer these and other pertinent questions, the study seeks to assess the impact of the variety of factors which have affected the development of provincial parks in Alberta.

## H. Hypothesis

The basic hypothesis of the study is that the development of Alberta's provincial parks has been an *ad hoc* process, which was influenced by a variety of different factors at different times. The variation in these influencing factors was the most significant factor which contributed to the irregular pattern of development of provincial parks. Under this general hypothesis, other hypotheses which were examined include: that the initial impetus for the provincial park system came from Premier Brownlee; that economic and financial factors constrained park development in the first two decades after the enactment of the parks legislation; that socio-economic factors were the predominant reason for the expansion of the parks system in the 1950's and 1960's; that the influence of park planners and administrators shaped the course of park development in the 1960's and 1970's; and, lastly, that many of the important decisions related to park development in the last decade have been essentially political decisions, which were, to a great extent, unrelated to either planning policies or user demands.

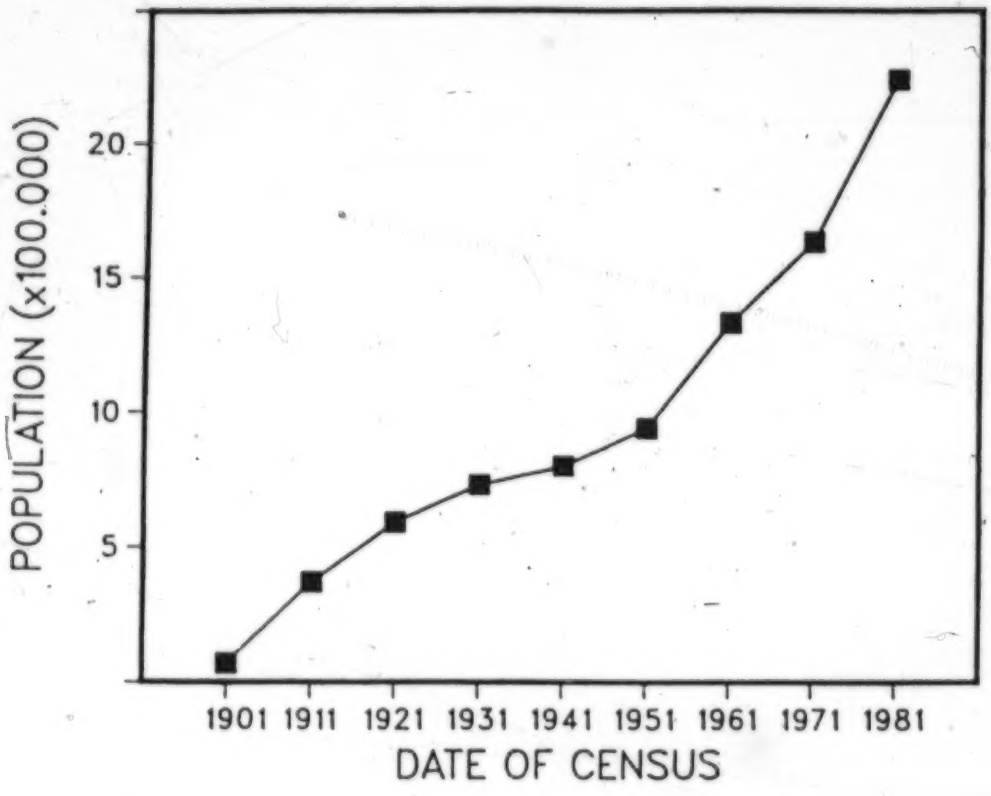
## II. The Context of Park Development: Alberta 1905-1985

Since the attainment of provincial status in 1905, several major themes, social, political, economic, can be identified in the history of Alberta. These themes, which have all had some impact on the development of provincial parks, are examined below. Where necessary, the connection between the topics discussed and park development in Alberta is explained.

### A. Demography

One of the most fundamental and persistent trends in Alberta's history has been that of increasing population. Not only has there been a significant increase in the absolute numbers of people, but this has been accompanied by dramatic changes in the settlement patterns within the province. Figure 1 illustrates the growth of the population of Alberta since its establishment as a province. Throughout the twentieth century Alberta has normally experienced a rate of growth well above the Canadian average, with the result that its share of the national population has increased substantially. As Figure 1 indicates, this growth was uneven; the decennial increases vary a great deal. After the large increase prior to the First World War, principally a result of overseas immigration, the subsequent decades witnessed gradually declining increments, with almost no increase during the uncertain period of the 1930's. After the Second World War, however, the decennial additions to

Figure 1. Population Change in Alberta, 1901–1981.




Source: Government of Canada. 1981. Statistics Canada. Census data.

the population of Alberta again reached several hundred thousands, and the province once more ranked high in the nation in terms of provincial rates of change. This second "boom" in the population was a result of both a soaring birth rate and substantial increases in immigration to the province.[5]

Just as population change in Alberta has varied over time, so, too, has it varied geographically. Different areas of the province have experienced different patterns of growth and decline, with the result that the overall pattern of population distribution has constantly shifted. The predominant trend with respect to provincial settlement patterns has been the growth of urbanization (Figure 2a). Not only has the percentage of urban dwellers increased, but the number of urban centres has similarly grown (Figure 2b).

In 1931, about two-thirds of Alberta's people were classed as rural and most of those lived on farms. The detached farmstead was the predominant settlement type, and the urban system was organized largely to provide services to the agricultural economy and to farm families. A small growth impulse began in the late 1930's and continued through the years of the Second World War, the main beneficiaries of this growth being the largest cities, Edmonton and Calgary. In the years after 1945, most of the population growth in Alberta was urban growth. Between 1946

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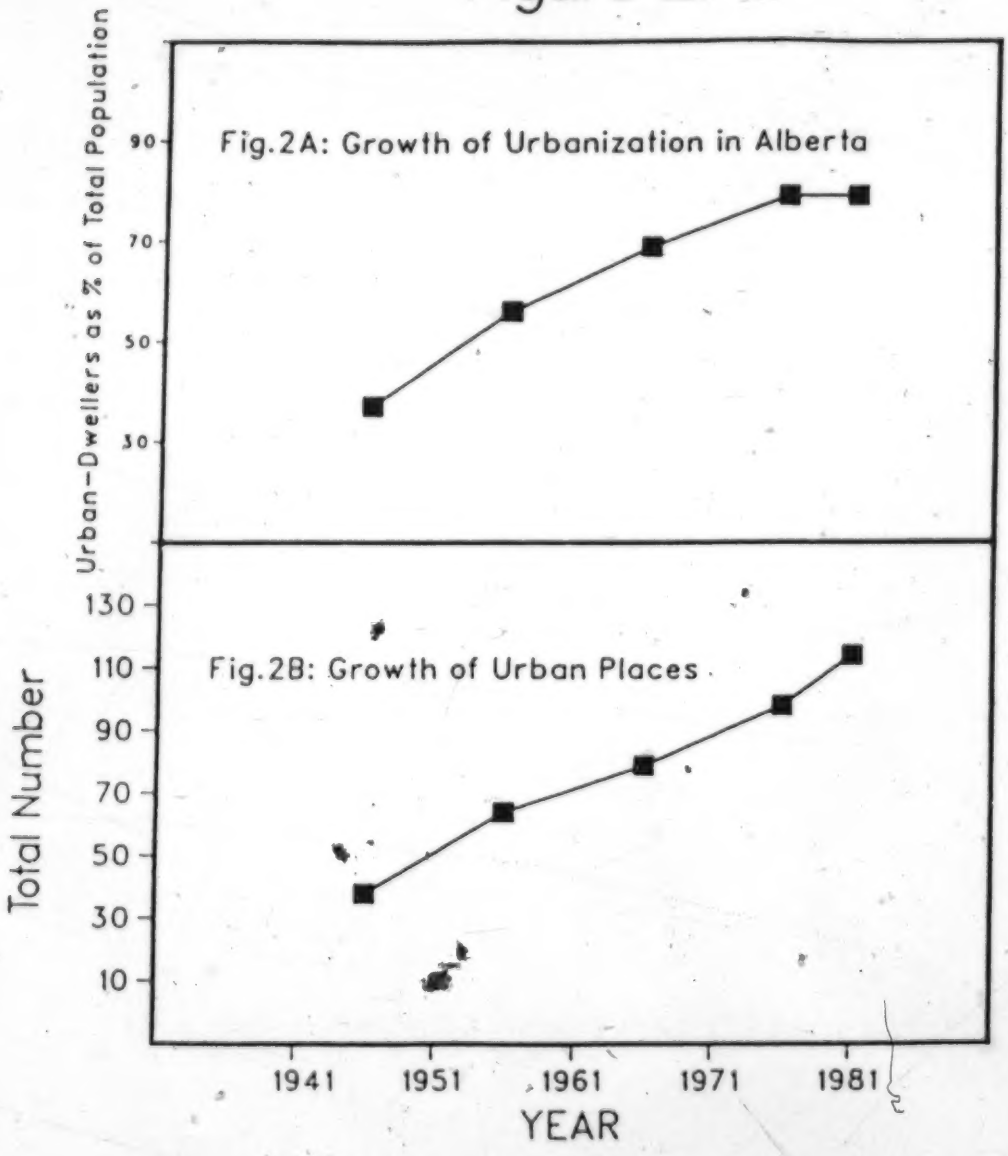
[5]Kosinski, A.L. 1984. *'Population characteristics and trends'*, in B.M. Barr and P.J. Smith, eds. *Environment and economy*. Edmonton: Pica-Pica Press, University of Alberta.

# Figure 2.




Source: Kosinski, A. L. 1984. *'Population characteristics and trends,'* in Barr and Smith eds. *Environment and economy.*

and 1981 the provincial population increased from 803,000 to 2,238,000, for a total gain of 1,435,000. The urban gain in this same period was only slightly less, at 1,374,000.

The population of Alberta has not merely become urban but metropolitan. In 1946, 27% of Alberta's population lived in the two largest cities; by 1976 their share had increased to 56%. Over that 30 year period, 78% of Alberta's entire population increase was accounted for by the growth of Edmonton and Calgary. There was also a pattern of increasing concentration of population growth in the two cities peaking in 1966-71 when the rest of the province actually experienced a slight decrease.[6]

By 1985 over three-quarters of Alberta's population was classed as urban. In less than a quarter century, the settlement system in the province had ceased to be predominantly rural and had become organized around its urban places. This concentration of population in a few large or metropolitan centres was, of course, not a phenomenon which was restricted to Alberta. The close association between population and the structural transformation of economies leads to the consideration of another aspect of the province's history--economic development.

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[6]Smith, P.J. 1984. *'The changing structure of the settlement system'*, in Barr and Smith, *Environment and economy.*

B. Economic development

At the macro-level, the development of the Alberta economy is perhaps best understood using the precepts of a theory familiar to students of Canadian economic history, the staple or export-base theory.[7] Throughout its past, Alberta, and indeed Western Canada as a whole, has presented a classic example of a small, resource rich, regional economy, dependent on the export of the output of primary industries. As a hinterland economy, Alberta has been dependent on and vulnerable to the vicissitudes and vagaries of the overseas, continental and national heartlands.

Perhaps the most pervasive effect of this dependence on the wider "supra-provincial" economic situation, in terms of specific provincial developments, has been the significant fluctuations in prosperity within Alberta in the period under review. The prosperous years of the late 1920's preceded a decade of economic depression. With an economy based almost exclusively on the production of resources for export, the province felt the full force of the collapse of the world economy. Between 1929 and 1933 per-capita income in Alberta declined 61%, while agricultural production, the mainstay of the prairie economy, suffered a 94% decline in net money income during the same period.[8] When prosperity returned in the early 1940's, it was a wartime prosperity,

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[7]A comprehensive explanation of this theory is offered by Watkins, M.H. 1963. *A staple theory of economic growth.* Canadian Journal of Economics and Political Science 29(2):141-158.

[8]Conway, J.F. 1983. *The West: The history of a region in Confederation.* Toronto: Lorimer and Company.

with the emphasis on the production of agricultural products for the war effort.

The most significant development in the economic history of Alberta to the present time was the emergence of two new staple industries, oil and gas, in the years following World War II. This event was particularly dramatic, not simply in economic terms, but in terms of "completely transforming the economic, social, and political structure of Alberta."[9] Between 1947 and the mid-1950's, total mineral production in Alberta increased in value from $17.7 million to $325 million.[10] Given that coal, Alberta's previously dominant mineral resource, was in a period of sharp decline during these years, increased production of oil and natural gas was primarily responsible for this substantial increment. By the mid-1950's the mining sector had as large a net value of production as agriculture in the province, and by the end of the decade it had surpassed agriculture by a significant degree, thereby freeing Alberta from its high degree of dependence upon agricultural production.[11]

In simplistic terms, oil and gas replaced agricultural products as the province's primary export in the post-war

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[9]Norrie, K.H. 1984. *'A regional economic overview of the West since 1945'*, in A.W. Rasporich ed. *The making of the modern West: Western Canada since 1945*. Calgary: University of Calgary Press. p.63.
[10]Government of Canada. 1945-1960. Dominion Bureau of Statistics. Annual Reports.
[11]Owram, D. 1982. *The economic development of Western Canada: An historical overview*. Economic Council of Canada Discussion Paper No. 219.

period. Oil and gas development became, in economic terms, "the star to which all else was tied."[12] It was critical to the Alberta economy that this "star" remained in the ascendancy for almost three decades. The development of the petroleum deposits provided the province with the primary resource needed to attract capital investment which helped to sustain strong economic growth. As the events of the early 1980's indicated, however, the relative importance of the province's primary product on the wider world and national market remained the major determinant of Alberta's economic development pattern.

In terms of provincial park development, the prolonged period of economic prosperity which resulted from the exploitation of the province's oil and gas resources was significant for several reasons. Firstly, the profits which accrued from the development of the new "staple" industries allowed the provincial government access to a hitherto unprecedented source of social capital. During the fiscal year ended March 31, 1947, the Alberta government collected $45 million in revenue. With the development of the petroleum industry, revenues rose rapidly and large surpluses were realized annually. For the fiscal year ended March 31, 1957, the government collected over $250 million in revenue. These large increases in revenue were directly derived from lease rentals and purchase prices of rentals and royalties, receipts from which provided approximately 50

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[12]Conway. *The West*. p. 183.

per cent of government revenue by 1960. In addition, the prosperity generated by the petroleum industry increased the yields of other revenue sources.[13]

In the decade which followed the discovery of oil at Leduc in 1947, the government of Alberta collected total revenues of $1,540 million, of which almost $625 million, or about 40 per cent, was derived directly from the petroleum industry. It has been estimated that a further $200 million in revenue was induced by the rise in income resulting from oil development.[14] By 1957, the provincial treasury, which had a total indebtedness of $145 million in 1947, was showing a surplus of over $250 million.[15] Over half of the total revenue garnered during this period, some $850 million, was utilized for expenditures on roads, education, health and welfare, and similar purposes. It was during these years that the provincial government laid the groundwork for the construction of a very impressive high-quality infrastructure of physical and social services.

While the spectacular rate of economic development did not keep pace during the 1960's, oil and gas production and the revenues which accrued from these mineral resources, continued to increase but at a more gradual rate. Figures from the provincial public accounts during this decade

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[13]Government of Alberta. 1946-1960. Treasury Department Estimates.

[14]Hanson, E.J. 1958. *Dynamic decade: The evolution and effects of the oil industry in Alberta.* Toronto: McClelland and Stewart.

[15]Government of Alberta. 1946, 1956. Treasury Department Estimates.

indicate that provincial revenues rose from approximately $300 million in 1960-61 to over $950 million in 1970-71. The percentage of this income which was directly derived from petroleum and natural gas fees, rentals, and royalties remained fairly constant at around 40%, while expenditures for "social services," e.g., welfare, education, roads, also remained stable at over 75%.[16]

Economic and political events on the wider world stage were again responsible for yet another period of dramatic economic development which took place in Alberta during the 1970's. The Yom Kippur war of 1973, and the subsequent policy shifts of the member nations of the Organization of Petroleum Exporting Countries significantly increased the importance of Alberta's position as an oil producer in the global marketplace. The value of the province's fuel production rose from $1.5 billion in 1971 to $5.5 billion in 1975 and to $16.2 billion by the end of the decade.[17] Once again, this boom was accompanied by "tremendous growth in construction, capital investment, oil and natural gas service firms, and practically all other sections of the economy."[18]

The prosperity of the Provincial Government during this period was reflected in the creation of the Alberta Heritage Savings Trust Fund in the mid-1970's. The Alberta Heritage

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[16]Government of Alberta. 1960-1970. Treasury Department Estimates, and Watkins, E. 1980. *The golden province: A political history of Alberta*. Calgary: Sandstone.
[17]Government of Alberta. 1980. Alberta Statistical Review.
[18]Hanson. *Dynamic decade*. p. 46.

Savings Trust Fund Act passed by the Alberta government in 1976, called for 30% of the province's annual non-renewable resource revenue to be transferred to a trust fund. By the end of the first year of its existence, March, 1977, the Fund contained $2.2 billion. This figure had risen to $6.4 billion by 1980, and to just over $13 billion by 1983. The declining value of petroleum products on the world market since the beginning of the present decade resulted in alterations in the composition and utility of the Trust Fund. In 1983 the Provincial Government halved the 30% resource revenue figure to 15%, and commenced a program whereby large amounts, $866 million in the first year, were transferred from the Fund to general government revenues. Thus, while the Fund continued to grow, to $14.4 billion by 1985, and the financial position of the Alberta government remained secure, general economic development within the province declined relative both to the previous decade and to other parts of Canada.[19]

At the individual level, the general economic prosperity in post-war Alberta was reflected in the substantial increases in both personal income and personal disposable income. In the decade after 1947, personal disposable income in Alberta doubled from $747 million, one of the fastest rates of growth in Canada.[20] In terms of personal income, Albertans enjoyed a per capita income of

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[19]Government of Alberta. 1976-1985. Alberta Heritage Trust Fund. Annual Reports.
[20]Owram. *The economic development of Western Canada.* p. 40.

$1,239 in 1954, almost 3% above the national average. Per capita income remained close to the Canadian average through the 1960's and early 1970's, but had risen to $12,799 in 1981, over 11% higher than the Canadian figure.[21] During the "boom" years of the 1970's, total personal income in Alberta increased from $9,019 million in 1974 to $35,995 million in 1984, while personal disposable income rose from $7,289 million to $27,972 million during the same period.[22]

Thus the economy of Alberta, and the prosperity of the Provincial Government and the average citizen, have both been closely tied to the relative demand for the province's primary exports on the world market. During the 1930's, a time of worldwide economic depression, the demand and prices for agricultural products remained low, and the Alberta economy suffered. With the emergence of oil and gas as an important international and national commodity in the post-war years, the province experienced a decade of spectacular economic development and prosperity. This development continued at a more gradual pace during the 1960's, but resumed its dramatic rate of growth in the 1970's with the increased demand and returns on the province's resource exports. The early years of the 1980's witnessed an equally sudden and unexpected drop in both demand and prices for petroleum products, resulting in decreased revenues for the oil-related industries, and

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[21]Friesen, G. 1984. *'The Prairie West since 1945: An historical survey'*, in A.W. Rasporich ed. *The making of the modern West*.

[22]Government of Alberta. 1986. Alberta Statistical Review.

economic recession within Alberta. During the extensive period of prosperity, 1947-1980, the Provincial Government utilized a large percentage of the finances obtained from primary resource royalties, fees, leases, etc., as social capital, implementing and improving the services which were available to Alberta's residents.

Another aspect of economic development, closely interrelated to the establishment of parks, has been the increasing importance of tourism within the province. The economic benefits of the tourist traffic were realized in Alberta as far back as the late nineteenth century, when the Canadian Pacific Railway designed holiday packages to the company's resort hotels in the Rocky Mountains.[23] It may well be that the profits which this tourist traffic promised constituted a major reason for the creation of the nation's first national parks.[24]

While it is difficult to calculate precisely the revenues which accrued to the Provincial Government from tourism in the early decades of this century, the financial benefits to be derived from the tourist trade were appreciated by the original administrators of the provincial parks:

> The development of a system of Provincial Parks will have a tendency to increase tourist traffic, prolong the period spent by tourists in our province, and increase the monetary returns from this source.[25]

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[23]Hart, E.J. 1983. *The selling of Canada.* Banff, Alberta: Altitude.
[24]Ibid.
[25]Aiken, W.T. 1935. *Provincial parks for Alberta.*

However, the effects of the economic depression and the advent of the Second World War combined to curtail tourist traffic to the province for the better part of the two decades following 1930.

Tourism as an industry became increasingly significant in the years after 1950. General trends throughout the North American continent, e.g., postwar prosperity, population growth "led to an upsurge in travelling by the middle class,"[26] while a variety of social, economic, and technological changes conspired to "set into motion an egalitarian travel industry."[27] By the late 1950's it was estimated that tourism brought in approximately $63 million to the province, which figure increased to $224 million by 1969 and to one billion dollars in 1978.[28] By 1984 it was calculated that the tourist sector generated $2 billion in revenues and provided approximately 80,000 man years of employment, and the industry ranked fourth in terms of the number of dollars brought into the province.[29] It is interesting to note that one of the strengths of tourism which the Provincial Government emphasized in the 1985 Position and Policy Statement was the existence of a comprehensive network of parks--urban, national, and provincial--within Alberta. The increasing significance of

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[25](cont'd) Unpublished.
[26]Van Doren, C.S. and Lollar, S.A. 1985. *The consequences of forty years of tourism growth.* Annals of tourism research 12(3):480.
[27]Ibid. p. 481.
[28]Government of Alberta. 1985. Position and policy statement on tourism. Appendix II. p. VII.
[29]Ibid. p. 1.

tourism to the provincial economy was reflected in the creation of government agencies to promote and govern tourist development. An Alberta government Travel Bureau was established in 1945, while, indicative of its growing economic value, tourism was included as a central component in the new Department of Industry and Tourism in 1968, and is presently the principal concern of the Department of Tourism and Small Business. Promotional material issued by these agencies contributed to the increasing popularity of provincial parks from the mid-1950's.

C. Politics

Since the creation of the province in 1905 the government of Alberta has changed hands only three times, and in each case the change marked a fundamental alteration in the provincial party system. Abrupt shifts in the party system have been followed by large periods of single party dominance.[30] The comfortable hold on office by the original governing party, the Liberals, was ended in 1921 by the United Farmers of Alberta. This party held power until their electoral defeat, in 1935, by Social Credit, whose political dominance lasted until 1971. That year marked the most recent change in government, with the Conservatives gaining control in the province.

This recurring syndrome of one-party dominance has been characterized by weak and divided oppositions and a tendency

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[30]Gibbins, R. 1980. *Prairie politics and society: Regionalism in decline.* Toronto: Butterworth.

toward one-man rule. From the mid-1930's to the mid-1980's, Social Credit premiers Aberhart and Manning and Conservative Premier Lougheed each emerged as "remarkably powerful presences, towering over their cabinets as both the major architects of, and the dominant symbols for, an entire era."[31] Palmer and Palmer[32] have suggested that this style of political leadership was fostered by the relative homogeneity or complementarity of economic interests within Alberta, which served to minimize class and sectional divisions, as well as by the characteristic nature of "new" parties, which tend to rely heavily on their founding leaders. In addition, this leadership style was also facilitated in Alberta by the very nature of the parliamentary system, with its extremely influential and powerful executive branch.

In terms of government policy, this system and style of leadership generally resulted in the planning and implementation of policies which were favourable to the party caucus or, often, the inner Cabinet, with very little external input and almost a total absence of vocal, political opposition. Individual parties and individual leaders have tended to dominate the political life of Alberta throughout its existence.

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[31]Palmer, H. and Palmer T. 1982. *The Alberta experience.* Journal of Canadian Studies 17(3):21.
[32]Ibid.

D. Socio-cultural

In an historical review of the Prairie West during the period following World War II, Gerald Friesen noted that "the Canadian West became increasingly homogenous and increasingly like the rest of the developed world between 1945 and the early 1980's."[33] In the more specific socio-cultural context of Alberta, many of the changes implicit in this general pattern had great relevance in terms of the evolution of a provincial park system.

The most dramatic social development in the post-war period--that of rising population and increased urbanization--has been considered separately, such was its significance. Two ramifications of this trend are pertinent here. Firstly, an increasing number of people, combined with a more intensive use of land resources for agricultural purposes, oil and gas development etc., led to a decrease in the amount of private land available for recreational purposes in the province. This, in turn, was translated into increased pressure upon public land to provide opportunities for recreation. Secondly, the growing urban population was increasingly employed in the tertiary sector of the economy, i.e., as managerial, professional, clerical, sales, and service workers. As a proportion of the total labour force across the Prairie provinces, this element rose from 30% in 1941 to 59% by 1981.[34] In terms of recreational demand, this factor is important as it entails a physical and mental

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[33]Friesen. *The Prairie West since 1945*. p. 2.
[34]Ibid.

separation between the majority of Albertans and the natural environment which, in turn, may be identified as a perceived need by urban dwellers to relieve the stress of urban life by periodic contact with the outdoors, in an environment relatively untouched by man.[35]

As was previously noted, the growing population had become increasingly more affluent, as indicated by the steady growth in discretionary income. There was also a steady rise in the amount of "discretionary" time available to the individual during this period. Between 1940 and 1970 the average work week for Canadians declined from 47 to 35 hours, and the four day work week became increasingly popular in the 1970's.[36] Especially in the decades following the war, Alberta's population was increasingly more mobile. The extensive road-building program implemented by the Provincial Government in the 1950's was accompanied by a huge increase in the number of registrations in passenger vehicles as improved automobiles became both available and affordable. Just under 72,000 passenger vehicles were registered to Albertans in 1932, the year in which the first provincial park was officially opened, and this figure rose to 92,334 by 1945. In 1955 this had increased to 236,395; to 424,217 in 1965; and rose again to 715,713 in 1975, with over one million vehicles of all kinds registered in Alberta

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[35]Jackson, E.L. and Dhanani, A.D. 1984. *'Resources and resource-use conflict'*, in Barr and Smith, *Environment and economy*.
[36]Ibid.

(see Figure 3).[37]

The fast pace of post-war economic development and the prosperity which it provided; the influx of immigrants to the province; the increasing mobility of the population; and a developing global communication system all combined to speed the incorporation of Alberta within the wider North American culture. One of the significant trends within this culture in the years after 1945 was the increasing emphasis placed upon leisure pursuits, and in particular upon outdoor recreation. The "veritable stampede into the out-of-doors"[38] was a cultural phenomenon which characterized North America's leisure in the post-war years, and Alberta, with a physical geography well-suited to outdoor activities, experienced the results of this cultural influence to a greater extent than many other areas.

Through the 1960's and 1970's the demand for outdoor recreation both intensified and diversified due to advances in technology and an increased realization of the benefits, economic and otherwise, of outdoor recreation. The more traditional pursuits such as hunting, fishing, and camping were complemented by a range of other activities including picnicking, sightseeing, mountain climbing, hiking, horseback riding, boating, trail biking, alpine and cross-country skiing, and snowmobiling. As was noted above,

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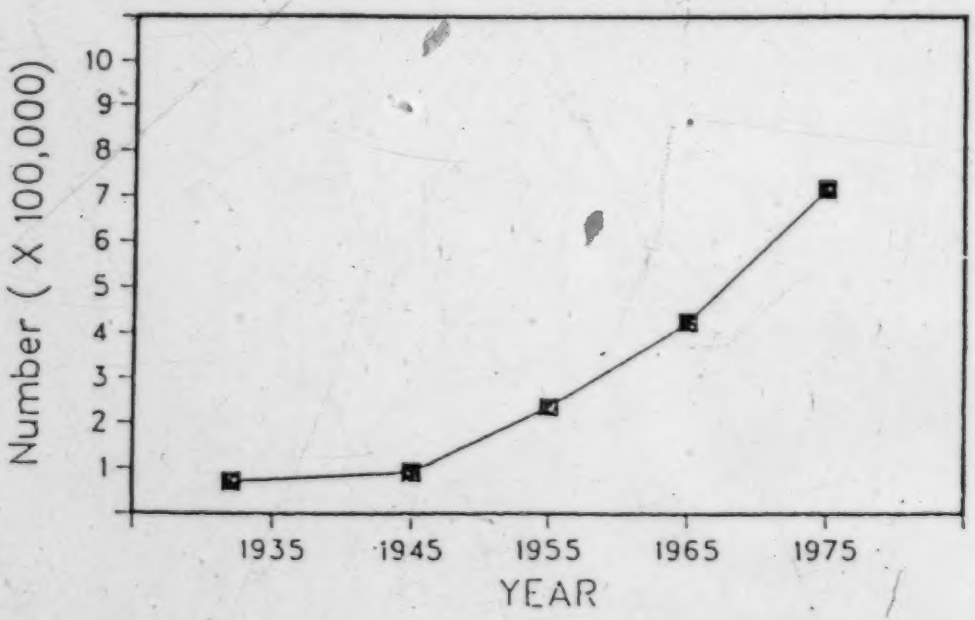
[37]Leacy, F.H. ed. 1983. *Historical statistics of Canada.* Ottawa: Statistics Canada.
[38]Passmore, R.C. 1966. *Provincial parks in Canada.* Canadian Audubon 28(5):151.

FIGURE 3. Passenger vehicle registrations in Alberta




Source: Leacy, F. H. ed. 1983. *Historical statistics of Canada.* Ottawa: Statistics Canada.

the growing demand for space in which to participate in these activities coincided with a decrease in the availability of private land in the province for such purposes. As a direct consequence of this, the uses, accessibility, and administration of public lands, and especially provincial parks, assumed greater significance and became an increasingly contentious issue in Alberta in the decades following World War II.

## E. Summary

The consideration of historical events must take into account the context in which the phenomena took place. Thus, the foregoing description constitutes an attempt to provide the context for the development of Alberta's provincial park system. Increases in population, in urbanization, in personal mobility, and in discretionary income and discretionary time are all important factors which should be noted. The singular nature of economic development within the province, the particular pattern of urbanization, the stability of the political situation, and the topographical diversity contained within the provincial boundaries are similarly of critical import. The significance of these factors will become apparent as the more specific developments pertaining to the evolution of the provincial park system in Alberta are examined.

## III. The Origins of Alberta's Provincial Parks, 1927-1932

The creation of the first provincial parks in Alberta was preceded by the establishment of national parks within the province, by the development of provincial parks in other Canadian provinces, and by the formation of state park systems in many regions of the United States. As each of these park systems exerted some degree of influence with regard to the initial development of provincial parks in Alberta, they are briefly examined below.

### A. National parks in Alberta

The reservation, by government, of tracts of land as parkland took place in Alberta two decades before the province was formally established by Federal Government legislation. The first national park in Canada comprised an area of ten square miles surrounding the sulphur springs in Banff, first reserved by the Federal Government in 1885, and officially declared a national park in 1887.[39] Whatever the government's initial motives, and these appear to have been essentially pecuniary,[40] the principle of reserving land for parks had been established, and further national parks were created in the province; Waterton Lakes in 1895, Jasper in 1907, Elk Island in 1913, and Wood Buffalo, part of which

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[39]Lothian, W.F. 1976. *History of Canada's national parks, Vol. 1.* Ottawa: Parks Canada.

[40]See Bella, L. 1978. *John A. Macdonald's realism saved Banff.* Canadian Geographical Journal 97(2): 20-27, and Brown, R.C. 1970. *'The doctrine of usefulness: Natural resource and national park policy in Canada, 1887-1914,'* in J.G. Nelson ed. *Canadian parks in perspective.* Montreal: Harvest House.

included an area of the Northwest Territories, in 1922. The creation of the first three parks, Banff (Rocky Mountain National Park until 1930), Waterton Lakes, and Jasper, was significant in terms of subsequent provincial park development in that when the Provincial Government set out to establish the original provincial parks in the 1930's, vast areas of scenic beauty in the Rocky Mountains which would undoubtedly have been considered as pre-eminent park locations, were already reserved by the Federal Government as national parks. In addition, the enabling legislation provided a model which proved a valuable reference for Provincial Government officials when they set out to reserve park areas in Alberta.

**B. Early Canadian provincial parks**

The origins of provincial parks in Canada were contemporaneous with the beginnings of the nation's national park system. Queen Victoria Niagara Falls Park, the first park formally established by an Act of a provincial legislature, was created in Ontario in 1887.[41] Forty years later, in 1927, the management of this area was transferred to the Niagara Parks Commission and, although the reserve still remained within provincial jurisdiction; it was no longer a provincial park since its management did not comply with the regulatory ordinances of the Ontario Provincial

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[41]Morrison, K. 1979. *The evolution of the Ontario provincial park system.* Park News 15(2): 3-8.

Parks Act of 1913.[42] Thus the Niagara Falls park is not generally recognized as Canada's first provincial park, that honour conferred upon Algonquin park which was created by the Ontario government six years later in 1893.[43] Expansion of the provincial park system in Ontario continued with the opening of Rondeau in 1894, Quetico in 1913, and the reservation of two tracts of land at Long Point, in 1921, and Presqu'Ile the following year.[44] More critical, perhaps, to the development of the park system in this province was the passing of an Act Respecting Provincial Parks by the Ontario Government in 1913. The purpose of the Act was to bring existing parks under similar policy guidelines and to enable the establishment of future parks.[45] The Act stated that the Lieutenant-Governor in Council may take:

> any tract of land being the property of the Crown, and not suitable for settlement or agricultural purposes, and may reserve and set apart the same as a public park and forest reserve, fish and game preserve, health resort and pleasure ground, for the benefit, advantage and enjoyment of the people of Ontario, and for the protection of the fish, birds, game and fur-bearing animals therein.[46]

As is apparent from the wording of this early legislation, ambiguity regarding the provincial parks' mandate in Ontario was present from the first. The provincial parks were expected to both develop facilities

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[42]McFarland, E. 1963. *A brief history of Canadian parks.* Unpublished term paper. University of Chicago, Illinois.
[43]Morrison. *The evolution of the Ontario provincial park system.* p. 4.
[44]Ibid. p. 5.
[45]Provincial Parks Act (Ontario), 3-4 George V, Chapter 15, 1913. Cited by Morrison. Ibid.
[46]Ibid.

for public use while at the same time preserve the natural setting of the area. This dilemma and the means to resolve it were to remain critical issues in the development of park systems, both national and provincial, throughout Canada.

Two other provinces had established provincial parks in the period before 1930. Quebec's first parks were created around the same time Ontario was founding its park system. Mont Tremblant Provincial Park, north of Montreal, was established in 1894, and Laurentides, north of Quebec City, came into being the following year.[47] However, these remained the only parks reserved by the provincial government until the late 1930's, and although they were nominally created to protect the forests, fish and wildlife for public benefit, resource development within the parks' boundaries continued from the creation of the parks up until the 1970's.[48]

British Columbia was the first western province to establish a provincial park when, in 1911, Strathcona Provincial Park, a mountain and lake area on Vancouver Island, was accorded park status. Its creation seems to have been the result of pressure from a curious partnership of public interest groups, representing conservation interests on the one hand, in the form of the Alpine Club of Canada and the British Columbia History Association, and interests whose aims were probably more financially oriented and were

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[47]Passmore. *Provincial parks in Canada*. p. 150.
[48]Ibid. p. 151, and Bedard, J. 1972. *For sale: Available now: Laurentides Provincial Park*. Park News 8(6): 5-15.

voiced by the Vancouver Island Board of Trade.[49] The British Columbia Government then moved to protect some of the province's magnificent scenery in the Rocky Mountains which had not been included in the national park system. Mount Robson was declared a provincial park in 1913, followed by Mount Assiniboine and Kokanee Glacier in 1922. Another park, Garibaldi, was added to the system in 1927.[50]

Thus in the period up to 1930 the precedent of creating parks through provincial legislation had been established in three Canadian provinces, Ontario, Quebec and British Columbia. In each province similar problems regarding the purposes of provincial parks were emerging which were reflected in their mandates. It was not surprising that Alberta, which embraced an identical system of government, would look to these earlier examples when it set out to establish its own provincial parks, and, in later years, experience the same problems regarding park objectives.

**C. State park systems**

The reservation of an area of land as a state park predated both the establishment of provincial parks in Canada and the creation of national parks in the United States. As in the case of the Niagara Falls Provincial Park, the first state park to be established, the Yosemite Valley in California, was later subject to an alteration in its status. The original site, protected as a park by Federal

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[49]*Canadian Encyclopedia*. 1985. Edmonton: Hurtig. p. 1362.
[50]Passmore. *Provincial parks in Canada*. p. 151.

legislation and ceded to the California State Government in 1864,[51] was incorporated into the larger Yosemite National Park forty years later in 1905.[52] For this reason, two events which occurred in 1885 are generally acknowledged as signalling the birth of the state park systems in the United States. In that year, the Niagara State Reservation, an area on the opposite side of the river from the Niagara Falls Provincial Park, was dedicated as New York's first state park.[53] Also in 1885, Mackinac Island, originally a military reservation, was transferred by the U.S. Federal Government to the State of Michigan for the purposes of establishing a state park.[54]

Following these initial steps, however, there was little widespread interest in the development of state park systems, and what park development did take place was limited to only a few states.[55] In 1895 work began on the development of the first large, intensively developed state park on a site which was accessible to a large population. This park, the Pallisades Interstate Park, covered an area which lay in the states of New York and New Jersey, and it "became a model for many others whose directors have

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[51]Fein, A. 1972. *Frederick Law Olmstead and the American environmental tradition.* New York: George Braziller.
[52]Torrey, R.H. 1926. *State parks and recreational uses of state forests in the United States.* Washington: National Conference on State Parks. p. 21.
[53]Nelson, B.W. 1928. *State recreation: Parks, forests and game reserves.* Washington: National Conference on State Parks. p. 4.
[54]Ibid. p. 124.
[55]Ibid. p. 5.

followed the paths it blazed."[56]

The advent of the automobile and the diffusion of ideas regarding the conservation of natural resources are generally conceded as the primary factors which provided the impetus for the development of park and recreation facilities in the United States in the first two decades of the twentieth century. The development of state-administered parks and recreation areas was limited to about a dozen states before 1900.[57] Extensive growth in state park systems occurred after this date, and by the mid-1920's, park or forest developments offering recreational facilities were extant in 45 of the 48 states.[58] Development, of course, was not uniform throughout the various states. Some states, e.g., California, Iowa, New York, and Indiana, had extremely sophisticated and well-planned park systems, while other states had simply reserved land as park sites.[59]

The general growth of state park systems in the United States provided the impetus for the creation of a national body to further promote park development. In 1921, at a meeting in Des Moines, Iowa, in which state a new park system had just been launched, an organization known as the National Conference on State Parks was established.[60] The objectives of this body included the promotion of the concepts of preservation and conservation of natural

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[56]Torrey. *State parks and state forests*. p. 22.
[57]Ibid. p. 24.
[58]Nelson. *State recreation*. p. 5.
[59]Nelson. *State recreation*.
[60]Ibid. p. 6.

resources, and the encouragement of exchanges of information regarding park development.[61] This latter goal was to be facilitated by way of an annual conference and through the development of facilities for information exchange.[62]

The evolution of state park systems in the United States, and information provided by officials of the National Conference on State Parks, were important influences on the planners of Alberta's nascent provincial park system. Those states with well-developed park systems provided practical models which were examined by the individuals involved in the formation of the province's park system, while information from the National Conference on State Parks contributed in no small measure to the formative blueprint for Alberta's parks.[63] Such were the close contacts with the National Conference that the initial administrative body responsible for the Alberta provincial parks received an invitation to join the association.[64] Thus the state parks of the United States comprised a third system of parks which, to a certain degree, affected the course of the development of provincial parks in Alberta.

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[61]Torrey. *State parks and state forests.* p. 25.
[62]Ibid.
[63]Aiken, W.T. 1935. *Provincial parks for Alberta.* Unpublished.
[64]Ibid. p. 6.

**D. Provincial parks in Alberta: The role of Premier Brownlee**

A study of the origins of the various provincial park systems in Canada would make interesting reading, such was the diversity of the actors and motives responsible for the creation of these park systems. The establishment of Algonquin Park in Ontario in 1893 appears to have occurred as the result of a campaign by several senior bureaucrats in the Provincial Government who sought to preserve the forest and the headwaters which lay within the park boundaries.[65] The partnership of business and conservation interest groups which promoted the creation of British Columbia's first park, Strathcona, has been mentioned earlier. The credit for the first provincial parks in Prince Edward Island was apparently due to a private citizen, Mr. Robert Cotton, who donated three areas of land as sites for provincial parks in the 1950's,[66] while a desire on the part of the Quebec government to promote tourism seems to have been the incentive which precipitated the reservation of the first park sites in that province.[67]

Alberta was fortuitous in that the individual who provided the major impetus for the formation of a system of provincial parks was able, due to his political position, to translate his park-related, aesthetic aspirations into concrete legislative action. John E. Brownlee, "a man of

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[65]Passmore. *Provincial parks in Canada.*
[66]Irvine, R.J. 1976. *Plans and policies for shaping the future of P.E.I.'s provincial parks.* Park News 12(1): 21-23.
[67]Passmore. *Provincial parks in Canada.* p. 153.

rare firmness, intelligence and integrity,"[68] became Premier of Alberta in November, 1925, a position which he was to hold until 1934. Not only did Brownlee help mastermind an agreement with the Federal Government which constituted a critical pre-requisite for the development of provincial parks in Alberta, the Natural Resources Transfer Agreement, which gave the Provincial Government control of natural resources in the province, he was the leading proponent of the creation of a provincial park system.

Transfer of resources had been a plank in the United Farmers of Alberta program since 1925, the year in which Brownlee inherited the political leadership of the party. The following year, in order to shore up his minority government, the federal Prime Minister, MacKenzie King, accepted the U.F.A.'s program in its entirety, including transfer of resources, in return for Western political support in Parliament. A Bill which authorized resource transfer was introduced in early 1926 but, due to the political instability of that year, little progress was made. An election late in 1926 returned the Liberals and MacKenzie King to power with an effective working majority, which meant that the Federal Government was no longer dependent upon the support of Alberta's M.P.'s to remain in power.[69]

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[68]MacGregor. *History of Alberta*. p. 256.
[69]Watkins. *The golden province*. pp. 72-73.

By 1929, however, King was again in a politically weak position, facing a general election, and consequently sought the support of the Alberta federal representatives once more through finalization of the resource transfer agreement.[70] Brownlee was primarily responsible for the negotiations with Ottawa, and handled this role in such a way that an editorial in the *Edmonton Journal* commented:

> Alberta owes much to him (Brownlee) for the ability, tact and patience that he has brought to the handling of this vital and difficult problem.[71]

The agreement for the transfer of resources was eventually signed in December, 1929, but did not come into operation until October 1, 1930, by which date the agreement had been ratified by both the provincial and federal legislatures and by the Parliament of the United Kingdom under the British North America Act.[72]

While the Alberta Natural Resources Act was not formally enacted until 1930, planning and legislation regarding resource development was undertaken by the Provincial Government before the fact. Brownlee's specific interest in provincial parks was apparently inspired by observations he made while on a trip to Europe and the British Isles in 1927.[73] Some details of this trip, undertaken to promote the export of Alberta's grain

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[70] Ibid. p. 73.
[71] *Edmonton Journal*. December 18, 1929.
[72] Watkins. *The golden province*. p. 73.
[73] Annual Report of the Provincial Parks Board. 1930-31. p. 1, and Seymour, H.L. 1929. *The province as a planning unit*. Journal of the Town Planning Institute 8(3): 62.

products, are contained in the diary of his companion on the journey, Alexander James McPhail. While the commentary included in the diary cannot be taken to reflect the opinions of Brownlee, as the two men and their wives were travelling companions for the entire sojourn, it is reasonable to assume that many of McPhail's comments no doubt emanated from observations made by the party as a whole. On their return to the British Isles from Belgium, McPhail noted:

> The continent is wonderful, but it was good to see England again. It has a beauty all its own.[74]

The party went driving through Epping Forest two days later, and for a longer drive in the countryside, visiting five castles, the following day. "We saw most wonderful scenery,"[75] McPhail remarked. Ten days later saw the group in Scotland, where they:

> took a bus . . . and saw Loch Lomond, Loch Long, and other places through the Trossachs. It was a wonderful drive.[76]

Not over-extending themselves with business ventures, the party spent the following day touring the Scottish border country:

> We stopped on a hill and saw Sir W. Scott's favourite view of the borderland country. It is really a very wonderful site.[77]

Undoubtedly, Brownlee's enthusiasm for the British scenery equalled if not surpassed that of McPhail. In an

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[74]Innis, H.A. ed. 1940. *The diary of Alexander James McPhail*. Toronto: University of Toronto Press. p. 168.
[75]Ibid.
[76]Ibid. p. 170.
[77]Ibid.

address to the people of Alberta upon his return he was quoted as stating:

> The countryside of England is beautiful. It thrilled me. And one gospel I am going to preach from now on, in season and out of season, is to beautify Canada. We stand in Alberta today with the greatest heritage of natural beauty in the world, a potential source of wealth which, in the years to come, will yield a greater wealth than we are today obtaining from the flood of grain that is pouring in to our grannaries. Beautify our towns. Beautify our highways. Inspire our people with a sense of beauty in their surroundings that they may leave a more splendid heritage to coming generations.[78]

These sentiments were conveyed to the populace at various meetings which Brownlee addressed throughout the province, and also through the medium of the press.[79] As these views met with popular support,[80] the Premier undertook to transform these aesthetic ideals into practical realities. The important role which Brownlee played in garnering support for his "beautification" movement was summed up by the province's Director of Town Planning, Horace L. Seymour:

> The Premier returned from a trip to the old country in 1927 impressed with what he had seen there in the way of convenient and beautiful development and keenly desirous that the future development of his own Province should be guarded along lines which would . . . tend to improve the natural beauties and amenities of the Province . . . . Within a year he has enlisted not only members of his Cabinet and the agricultural group which elected him to office, but also the public at large in the cause of the rational development of the Province with due regard to aesthetic values, both in town and country.[81]

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[78]Steele, C.F. 1927. *Alberta's premier has fine slogan--A more beautiful Canada.* Forest and Outdoors 24(11):636.
[79]Annual Report of the Provincial Parks Board. 1930-31. p. 1.
[80]Ibid.
[81]Seymour. *The province as a planning unit.* p. 62.

John E. Brownlee c. 1930. As Premier of Alberta, Brownlee played a prominent role in the development of Alberta's first provincial parks. (Provincial Archives of Alberta: Photograph Collection A2149).

Initially, the planning of provincial parks was an integral part of Brownlee's ambition to make Alberta a more aesthetically pleasing place in which to live. Thus the first tentative step in the creation of the parks system can be identified in the enactment, in late 1928, of the Town Planning and Preservation of Natural Beauty Act. As the name implies, the primary purpose of the Act was to provide legal authority to urban administrators to facilitate the planning process, and, it was hoped, improve the "beauty" of town properties.[82] However, Section 15 of the Act stated that the newly created Town and Rural Planning Advisory Board could purchase or expropriate if necessary:

> land for provincial park purposes, and for the purpose of preserving places of natural beauty or historic interest.[83]

Pursuant to the Act, a sum of money not to exceed $25,000 in any one year was made available for the purchase of park sites. The development of provincial parks was seen as a way in which a system of rural improvement could be implemented,[84] thereby helping to fulfil Brownlee's ambitions regarding increasing the attractiveness of the province's physical environment.

There is evidence that these legislative measures related to park development were actively promoted by the government. In correspondence to the Secretary of the

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[82]Annual Report of the Provincial Parks Board. 1930-31. p. 1.
[83]Statutes of Alberta. 1928. Chapter 14.
[84]Annual Report of the Provincial Parks Board. 1930-31. p. 1.

provincial Department of Municipal Affairs in May, 1929, the Director of Town Planning, Horace L. Seymour, noted that the Town Planning Act of 1929 had set aside funds for the purpose of acquiring lands for parks, and stated:

> This office is anxious to assist municipalities in every way possible in this connection . . .[85]

Seymour requested that the local authorities furnish him with the locations and descriptions of areas which were currently used as parks, as well a list of sites which had the potential to become parks. He continued:

> The receipt of lists from the various municipalities will be a great help in enabling the Board to decide what areas should be dealt with in establishing a Provincial Park system.[86]

Also in May, 1929, the Premier announced the appointment of a special committee for the purpose of investigating the possibilities of park development in the province.[87] This committee was composed of Mr. J.D. Robertson, Deputy Minister of Public Works, Mr. R.A. Smith, Solicitor to the Executive Council, and the Director of Town Planning, H.L. Seymour. The committee was directed to arrange for the transfer of certain lands at Ghost River which the Calgary Power Company had offered to donate to the Province for park purposes; to report on sites adjacent to provincial highways that were suitable for campsites; and to make a survey of the province and report to the Executive Council on sites "suitable for the development of fairly

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[85]Horace L. Seymour to the Secretary-Treasurer. May, 1929.
[86]Ibid.
[87]Annual Report of the Provincial Parks Board. 1930-31. p. 1.

substantial parks."[88] It is interesting to note this initial differentiation between small roadside campgrounds and the larger park areas.

The Committee spent the summer months examining various sites, and submitted a report to the government on November 7th, 1929. The Committee recommended that six areas, Aspen Beach, the Ghost River Dam, Elk Water Lake, Gooseberry Lake, Laurier Lake, and Lee Lake, be established as provincial parks immediately.[89] It was noted that the site at Aspen Beach had already been "recommended and approved," and that 17.2 acres had been acquired.[90] The report also suggested that the Provincial Government acquire the title to all the Dominion Lands surrounding the undeveloped portions of four other lakes, Crow's Nest Lake, Cold Lake, Lac La Biche, and the east end of Lesser Slave Lake. The report noted that the Committee was considering the potential of a further seventeen sites as parks. Every one of these areas, twenty-seven in total, was adjacent to lakes, and many of them included bathing and/or boating facilities, while at a few sites more extensive developments such as refreshment booths and diving platforms were already in existence.[91] The report concluded:

> In addition to the above, the Committee have under consideration 67 natural beauty spots that might be developed into picnic grounds or auto parks, but the Committee are of the opinion that the Provincial Parks should be fairly well established

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[88]Ibid. pp. 1-2.
[89]J.D. Robertson to J.E. Brownlee. November 7, 1929.
[90]Ibid.
[91]Ibid.

before taking steps to obtain title or develop this secondary group.[92]

As a result of this report, property was purchased at Gooseberry Lake, Gull Lake, and Sylvan Lake, and work was commenced on the construction of a pier at Aspen Beach on Gull Lake.[93] A statement of expenditure which accompanied the report showed that the amount of $10,000 which had been allocated for provincial park expenses had been almost completely used up. The purchase of property at Gull Lake had cost $5,883.15, while an additional $974.56 had been spent on materials necessary for the erection of the pier. A total of $7,110.24 had been expended on this one site alone. A further amount of $2,192.28 had been spent on park development, primarily on engineering wages and expenses at the Ghost River development, so leaving the Parks Committee with a balance of $697.48. In addition, the Committee recommended the expenditure of an additional $7,425.44, the greater part of which was to be used to purchase property at Sylvan Lake and Gooseberry Lake. This document probably represents the first budget of provincial park expenses, and, as such, is worthy of reproduction (see Appendix A).

Coincidental with the completion of the Parks Committee report, however, Western Canada and the Prairie Provinces in particular were beginning to feel the first effects of the "Great Depression" triggered by the collapse of the Wall Street stockmarket in the autumn of 1929. As W.T. Aiken, the

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[92]Ibid.
[93]Annual Report of the Provincial Parks Board. 1930-31. p. 3.

first Secretary of the Provincial Parks Board, recorded six years later:

> The Fall of 1929 saw the commencement of the economic depression, and the Government, faced with decreasing revenues and increasing financial burdens for unemployment relief, was reluctant to vote public funds for park purposes.[94]

E. The Provincial Parks and Protected Areas Act

Despite a lack of financial resources, Brownlee's Provincial Government proceeded with comprehensive legislative measures governing the development of provincial parks. The Provincial Parks and Protected Areas Act passed through the Alberta legislature on March 31, 1930, which date marked the formal establishment of provincial parks within the province. This, a most significant piece of legislation in terms of the development of provincial parks in Alberta, is reproduced in its entirety in Appendix B, while the more salient clauses are noted below. The Act set out the purposes of the provincial parks as follows:

a. For the propagation, protection, and preservation therein of wild animal life and wild vegetation;

b. For the recreation and general benefit of the inhabitants of the Province; and

c. For the protection and preservation therein of objects of geological, ethnological, historical, or other scientific interest.

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[94]Aiken, W.T. 1935. *History of the provincial park movement in Alberta.* Unpublished. p. 2.

The Act called for the establishment of a board of management, the Provincial Parks Board, to be responsible for provincial parks and protected areas throughout the province. In addition to this, boards of management were to be constituted for the control and management of each individual park or protected area. Any area of land which was set aside as a provincial park was "deemed to be a public work within the meaning of The Public Works Act,"[95] and, accordingly, the Provincial Parks Board was placed under the jurisdiction of the Department of Public Works. Two members of the Provincial Parks Committee, Mr. Robertson and Mr. Seymour, were appointed to the new Provincial Parks Board. The third member of the Committee, Mr. R.A. Smith, was replaced on the Board by Mr. A. Paton, a landscape gardener in charge of the government grounds at the Oliver Mental Institution.[96]

In terms of the administration of the parks, the relationship between the Parks Board and the local boards of management was not defined, although the intent of the Act seemed to be that each local board should operate as a separate entity.[97] In effect, with the exception of the Ghost River Park Board, the Provincial Parks Board opted for the appointment of advisory committees, groups of local citizens, to look after the day-to-day operation and maintenance of the parks. These committees had a purely

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[95]Statutes of Alberta. 1930. Chapter 60. Section 5.
[96]Annual Report of the Provincial Parks Board. 1930-31. p. 3-4.
[97]Aiken. *Provincial Parks for Alberta*. p. 12.

advisory capacity, however, and all matters related to expenditure and revenue were controlled by the Parks Board.[98] This method of park administration, probably forced upon the Parks Board by its financial predicament, had been notably unsuccessful in several of the state park systems.[99] As the effects of a depressed economy became more pronounced, however, it offered an economically viable strategy for the operation of parks, and, indeed, despite changing financial circumstances, it was to remain the predominant mode of provincial park management well into the 1960's.

The Parks Board, and in particular the Board's first secretary, Aiken, carried out detailed investigation regarding the development of state park systems in the United States. Aiken noted:

> In planning a system of Provincial Parks there are certain fundamental problems which demand careful consideration. Fortunately our American neighbours have been experimenting with a system of state parks for a number of years, and much valuable information is made available for our consideration and study.[100]

Based on precedents in the United States, the Parks Board adopted a three-tier park classification system.[101] These classes were outlined as follows:

Class "A" - Large areas of scenic beauty, historic and scientific importance, to be acquired at this time for

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[98]Ibid. p. 13.
[99]Ibid. pp. 14-15.
[100]Ibid. p. 6.
[101]Ibid. p. 7.

future development.

Class "B" - Recreational areas of which the main feature is a bathing beach, together with other recreational facilities.

Class "C" - Auto parks, picnic grounds, beauty spots, or natural beauty view points.[102]

The principal objective of the Class "A" parks was to preserve large areas of natural beauty:

> where the citizens of this province may have the opportunity of becoming refreshed and invigorated by contact with the healing powers of nature . . . away from the jostling crowd which frequently mars enjoyment at many of our bathing beaches.[103]

Due to the fact that the Federal Government had established large national parks on the eastern slopes of the Rocky Mountains, it was not envisaged that there should be many Class "A" parks, "perhaps six at the most."[104]

With respect to Class "B" parks, information taken from a recently completed survey of the Iowa state park system provided a rationale for the development of this type of park. The Iowa survey had recommended that such parks should be located eighty miles apart, and this was thought to provide an appropriate standard for Class "B" parks in Alberta.[105] Correspondence with the former Executive

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[102]Annual report of the Provincial Parks Board. 1930-31. p. 4.
[103]Aiken. *Provincial Parks for Alberta*. p. 8.
[104]Ibid. p. 7.
[105]Ibid. p. 9.

Secretary of the Conference of State Parks, Mr. H. Evinson, also proved valuable to the Parks Board in establishing the standards for Class "B" parks. Evinson warned the Parks Board that one of the biggest mistakes the early park makers in the United States had perpetrated was the acquisition of areas of "too limited extent."[106] In a later correspondence he modified this statement by suggesting that in regions where the water supply was not very abundant and there was a great demand for a park, better a small park on the lake front than none at all.[107] Aiken noted:

> This will particularly apply to the prairie sections of our province, where bodies of water are scarce, and while a provincial park may not always be deemed advisable, it would appear to be the part of wisdom to make as many bathing beach reservations as possible for the especial benefit of the residents of the immediate district. The province, however, should not be held responsible for the development and maintenance of all such areas.[108]

Various other factors such as accessibility, the scenic attractiveness of the area, and the cost of obtaining the land were also important considerations in the development of this type of park. With regard to the financial outlay for land, Aiken stated:

> Cost is an important factor. Fortunately, however, there are a great many areas in this province suitable for park purposes which are still under public ownership, and in the majority of instances, no expenditure will be necessary for property rights.[109]

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[106]Ibid. p. 10.
[107]Ibid.
[108]Ibid.
[109]Ibid. p. 11.

In considering Class "C" parks, defined by the board as auto parks, picnic grounds, beauty spots, or natural beauty viewpoints, Aiken again cited correspondence with Evinson, who had pointed out the need for a more "appropriate connotation," and had suggested that perhaps highway camp sites would confer a clearer understanding of the purpose to be served.[110] The objective of this type of park was the enhancement of the enjoyment of the motorist through the provision of small roadside picnic grounds at locations where the scenic views were particularly attractive.[111] Aiken observed that:

> Many of the American States are making provision for parks of this nature, and are finding that they meet a very popular demand.[112]

The example of the State of Iowa was again alluded to regarding the intent of park planners there to space highway parks at intervals of twenty to forty miles along the principal highways in that state.[113]

This extensive reference to the document prepared by the Parks Board's first secretary indicates the influence which developments in the American state park systems exerted upon the early planners of the Alberta provincial park system. The classification system for parks and indeed the particular nature of the different types of park seem to have been the result of ideas imported directly from the United States. Aiken appears to have been in regular

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[110]Ibid.
[111]Ibid.
[112]Ibid.
[113]Ibid. p. 9.

communication with Evinson, before and after the latter's retirement from his position as Executive Secretary of the Conference of State Parks, while park related policies and practices in states such as California, Iowa, Oregon, and Indiana were the examples from which the planning ideology adopted in this province emerged.

Secondly, and perhaps more significantly, this document to a great extent represents an unofficial policy statement of the Provincial Parks Board in these early years. As such, it helps to explain the particular pattern which characterized the development of provincial parks in the early years, i.e., the location of the sites on public land, the close proximity of the parks to water, the emphasis placed upon Class "B" parks. Aiken articulated this policy by suggesting that:

> it is not too much to expect that as our park system develops we will be called upon with increasing insistence to provide amusements in accordance with the ideas of a large section of our patrons. It is quite evident that the first provincial parks board had this in mind when they defined Class 'B' parks as--"Recreational areas of which the main feature is a bathing beach, together with other recreational facilities."[114]

F. The first parks

As was noted earlier, government expenditure on park development had commenced in 1929, although none of the areas had been formally reserved as park sites. In total, $17,270.28 was spent during the financial year 1929-30,

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[114]Ibid. p. 18.

principally at Gull Lake (Aspen Beach), Sylvan Lake, Gooseberry Lake, and Ghost River. Almost $12,000 was invested at the Gull Lake and Gooseberry Lake sites the following year, while the sum of $296.55 was used to purchase property at Lundbreck Falls.[115]

Why these particular sites were selected for initial development is difficult to determine. In theory, the Parks Board examined the parks potential of locations which had been identified by government employees, e.g., Public Land Inspectors, local engineers etc., or which had been brought to the Board's attention by representations of members of the public.[116] Various reports pertaining to potential park sites were forwarded to J. D. Robertson, the Deputy-Minister of Public Works and the first Chairman of the Provincial Parks Board, by government officials during this period. These reports were encouraged by the Board:

> In reply to your letter of the 3rd instance, with reference to the location of Provincial Parks and suitable auto parks at points adjacent to the Provincial main highways in this district . . .[117]

Once an area had been brought to the attention of the Board, a comprehensive inspection of the location was undertaken to determine the physical characteristics of the area, the availability of water, accessibility, and the proximity of population centres.[118] Provided the Board felt

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[115]Annual Report of the Provincial Parks Board. 1930-31.
[116]E.P. Shaver, Provincial Parks Commissioner, to Mr. Harrison F. Lewis, Chairman, Nova Scotia Resources Council. April 29, 1963.
[117]George McMillen, District Engineer, Medicine Hat, to J.D. Robertson. July 6, 1932.
[118]Shaver to Lewis. April 29, 1963.

that the development of an area as a provincial park was warranted, and provided the land was vacant public land, a park was established "under authority of an Order-in-Council."[119] While this was the model, it is apparent from the evidence contained in the initial budget estimates of the Parks Board that as early as 1929 a decision had been made to give priority to the development of parks at Gull Lake, Sylvan Lake, and Gooseberry Lake. In both 1929 and 1930 substantial sums of money were expended toward the purchase of land and the construction of facilities at these sites.

It was not surprising, therefore, that these three areas were included in the total of eight parks which were officially created on November 21, 1932. Order-in-Council 986/32 established Aspen Beach, on Gull Lake, as Alberta's first provincial park. The others included Sylvan Lake, Gooseberry Lake, Ghost River, Park Lake, Hommy, Lundbreck Falls, and Saskatoon Island. The land at Aspen Beach, Sylvan Lake, Gooseberry Lake, and Lundbreck Falls had been obtained through direct government purchase of entire park areas, or of land adjacent to public reserves which had been set aside as parks.[120] The parks at Ghost River, Park Lake, and Hommy were established on land which had been donated to the Province by, respectively, the Calgary Power Company, Dr. D. C. Charlesworth, Chairman of the Irrigation Council, and by

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[119]Ibid.
[120]Annual Report of the Provincial Parks Board. 1930-31.

Aspen Beach Provincial park c. 1933. Alberta's first provincial park.

Mr. H. O. Hommy of Albright, Alberta.[121] Park Lake, an artificial lake, had been created as a consequence of an irrigation project of the Lethbridge Northern Irrigation District.[122] Hommy, an area of almost six acres alongside the Peace River highway where it crossed the Beaver Dam, joined Lundbreck Falls as one of the two Class "C" provincial parks.[123] The area at Saskatoon Island was previously reserved for park purposes by the Federal Government and had retained its status upon its transfer to provincial jurisdiction.[124]

Thus the first steps in the development of Alberta's provincial park system were taken with the establishment of these eight parks. Six of the parks were Class "B" parks, situated by lakes, while two were Class "C" parks, highway campsites. No Class "A" parks were included in the list, nor did the parks encompass all the areas previously reserved for provincial parks. Two such areas, Assineau and Dilberry Lake, reserved by Orders-in-Council during 1932, did not have their status upgraded. Although three of the parks established in November, 1932 were later withdrawn from the parks system, the creation of these parks was significant in that it established a base from which the present and more extensive system developed.

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[121]Ibid. pp. 11-12.
[122]Ibid. p. 9.
[123]Ibid. p. 12.
[124]Canada *Gazette*. 1922. Volume 55, Number 36. p. 3613.

G. Summary

Several critical factors can be identified in this, the initial phase of development of the Alberta provincial park system. Clearly, the impetus toward the creation of parks which was provided by Premier Brownlee on his return from his visit to the United Kingdom was significant. His important role in establishing the first parks is confirmed not only by his speeches, but by a variety of correspondence:

> You will remember promising in 1928 to associate yourself with the people of this vicinity in the effort to have the top and sides of Saskatoon Mountain reserved as a park area.[125]

> Mr. Brownlee . . . has such a strong interest in the Provincial Parks idea.[126]

Another letter from the secretary of the Park Lake Advisory Committee addressed to Premier Brownlee noted that:

> The credit for what has already been done is due to a very large extent to the personal influence that you have taken in establishing this Park area.[127]

In responding to the correspondence from Mr. Albright, Brownlee, himself, made mention of the fact that he had been:

> practically the first to publicly advocate throughout Alberta a general parks development scheme.[128]

A second important factor was that Brownlee's exhortations regarding park development did not fall upon

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[125]W. D. Albright to Brownlee. May 26, 1931.
[126]J. I. McDermott, Secretary of the Advisory Committee, Park Lake, to W. T. Aiken, Secretary, Provincial Parks Board. May 18, 1932.
[127]McDermott to Brownlee. May 19, 1931.
[128]Brownlee to Albright. June 1, 1931.

"deaf ears." The Annual Report of the Provincial Parks Board, 1930-31, suggested that:

> the development of provincial parks will undoubtedly fill a real need. A need that is becoming more and more pronounced with the settlement of the province and with the advance and progress of our civilization.[129]

While it was scarcely surprising that the Board should attempt to offer a justification for its existence, it appears that by the late 1920's, pressure on the land resource, and particularly those attractive lakefront locations which had traditionally been used for picnics, bathing, etc., was becoming a concern for many Albertans:

> Many of our urban residents are all too well acquainted with the fact that former camp sites, fishing areas, and park lands, where wild flowers bloomed in profusion and wild birds congregated and built their nests, have passed into the hands of private individuals and where all that is now left is a treasured memory.[130]

Whatever the reasons, Brownlee's message was well received by his audience:

> Mr. Brownlee . . . stressed the advantages to be derived from rural pleasure grounds . . . . What a boon these would be to town and country dwellers alike was widely appreciated and the government's idea has been strongly endorsed.[131]

The popularity of the provincial park concept was reflected by the public interest, not only in having parks established, but in operating, maintaining, and improving the park facility once it had been established:

> I have been directed by the Chairman of the Board

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[129]Annual Report of the Provincial Parks Board. 1930-31. p. 1.
[130]Ibid. p. 2.
[131]*Edmonton Journal*. May 30, 1929. p. 4.

> to inform you that quite a number of requests have been received regarding Provincial Park development.[132]

Brownlee's commendation of a local citizen of Diamond City, Alberta, was typical of many letters sent out by the government:

> On behalf of my Government and on behalf of the people of Alberta, I desire to express to you my sincere appreciation of the voluntary assistance which you have given toward the development of the Provincial Park at Park Lake.

However, perhaps the most significant occurrence which took place during this phase of park evolution was the onset of the economic Depression. For the fiscal year 1928-29, the financial operations of the Provincial Government showed a surplus of over $1.5 million. This figure was reduced to $426,980 the following year, while in 1930-31 the Government's fiscal records showed there was a deficit of $2.3 million, which more than doubled to $5.1 million in 1931-32. Between 1928 and 1933 the Alberta Public Debt increased from $4.8 million to $7.3 million, and the economic situation in the Province was so grave that in 1931-32 the Government paid almost $2.8 million in unemployment relief and an additional $2 million the following year.[133]

The Government's financial position was certainly not conducive to the development of provincial parks, and there is ample evidence that economic considerations constrained

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[132]Aiken to Brownlee. September 26, 1931.
[133]Government of Alberta. 1928-33. Department of the Treasury. Public Accounts.

the expansion of the parks system at this time. The following excerpts from letters written by Premier Brownlee in response to requests for park development illustrate this fact:

> As a result of the conditions through which we are passing just now, the Government has been obliged to greatly restrict its program of expenditures so as to deal this year only with those things which are strictly necessary. . . . We have therefore been obliged to cut down our program of development parks.[134]

> The simple fact is . . . that we are passing through most difficult times in this Province . . . . We were obliged very greatly to reduce our vote for public park purposes.[135]

> The Government is very anxious to assist as far as possible in our park development, but we have run into a period of extreme financial stringency which necessitates very drastic economies . . . . Under these circumstances I do not feel that we can allot anything whatever for park development this year.[136]

There is little doubt that the Provincial Government's policy of fiscal restraint, a consequence of the worldwide economic downturn, was primarily responsible for limiting the scope and the development of the Alberta provincial park system in its infancy. Nevertheless, the fact that eight parks were established during these "hard times" was indicative of both Brownlee's committment to the park ideal and the public support which was generated by his expression of this ideal. Both elements were significant in the creation of the Province's first provincial parks.

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[134]Brownlee to E. B. Feir (Secretary, Board of Trade, Stettler), February 13, 1931.
[135]Brownlee to W. D. Albright, June 1, 1931.
[136]Brownlee to J. I. McDermott, December 29, 1931.

## IV. Provincial Parks: The Early Years, 1933-1951

No new provincial parks were formally established between 1933 and 1951. However, this does not imply that there was no park development during this period. On the contrary, despite the unfavourable economic climate of the 1930's and the unsettled war years which followed, a great deal of activity significant to the evolution of parks took place in these years. Through an informal and somewhat haphazard method of land annexation, over a dozen new areas came under the jurisdiction of the Provincial Parks Board. The acquisition of two areas, Writing-on-Stone and Cypress Hills, was particularly important in terms of the development of the parks system.

### A. Popularity of parks

In spite of the weak financial position of the Provincial Government and the province as a whole, public demand for parks continued to increase. By 1935, Aiken had compiled a list containing over 140 potential park sites, including five areas categorized as Class "A" parks, 79 Class "B" parks, and 58 Class "C" parks.[137] The majority of these areas were proposed as parks by local citizens. A letter from Mr. Selby Walker, Executive Secretary of the Canadian National Parks Association, to Premier Brownlee illustrated some of the reasons for the popularity of the parks:

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[137]Aiken, W. T. 1935. *List of sites submitted for consideration of Provincial Parks Board*. Unpublished.

Table 1

Provincial Park Expenditure, 1930-1939

| Year | Expenditure |
|---|---|
| 1930-31 | $14,378.06 |
| 1931-32 | 6,152.42 |
| 1932-33 | 729.35 |
| 1933-34 | 1,330.77 |
| 1934-35 | 999.40 |
| 1935-36 | 3,683.75 |
| 1936-37 | 452.97 |
| 1937-38 | 573.02 |
| 1938-39 | --- |

Source: Government of Alberta. 1933-39. Sessional Papers. Volumes 27-36.

> Taking advantage of the remarkable weather of yesterday a four-car party travelled about one hundred and fifty miles. We found hundreds of cars looking for picnic sites and taking advantage in large numbers of every available site within the area over which we travelled. This is an indication of the foresightedness of your Government in passing their Park Act and endeavouring to secure a free recreational area within fifty miles of every homesteader.
>
> Those camping sites are particularly necessary within easy access of the large cities and more of them would prevent friction between the would-be camper and the owners of attractive camping sites. It is hoped that should any such attractive camping areas revert to the Province or still be in the Provincial lands, that Mr. Horace Seymour be instructed to look them over with a view to their withdrawal for picnic purposes if they were sufficiently suitable.[138]

The high demand for camping and picnic areas coupled with the apparent scarcity of suitable public land for such recreational activities helped contribute to the park's popularity.

Although motorists from the cities did utilize the existing park areas to a limited extent, the predominant demand for new parks came from groups or individuals who sought to have their local picnic spot or campsite reserved by the government as a provincial park. Requests for funds to develop such areas often accompanied the demand for park status. Some of these picnic areas seem to have filled the role of local community centres, at least in the summer months. The minutes of a Parks Board meeting in April, 1939, noted that a request had been received from the Fish Lake Advisory Committee for funds to be used for the purpose of a

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[138]W.J. Selby Walker to J.E. Brownlee. May 25, 1933.

piano, which money would be repaid from the profits of social functions held in the park.[139] More often, funding was requested for the provision of simple, basic facilities--a picnic table, an outhouse, or a shelter of some kind.

During the 1930's, however, even these relatively inexpensive items often exceeded the Board's limited financial resources. Table 1 illustrates government expenditure on provincial parks during this decade. With the exception of 1933-34 and 1935-36 when sums of money were allotted to the purchase of new areas for park purposes, at Buffalo Lake and Milk River respectively, after the establishment of the first parks in 1932 the annual parks' budget never exceeded $1000. To put these figures in perspective, for the fiscal year ending 1935, the laundry bill for the Department of Public Works totalled $11,042.21, while the Department spent the sum of $6,508.10 on stationary and office supplies in the same year.[140] The Parks Board did not have sufficient capital to maintain the existing parks, and was unable to meet the numerous demands for additional facilities.

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[139]Minutes of the Provincial Parks Board. April 20, 1939.
[140]Government of Alberta. 1935. Public Accounts. Statement 93.

Aspen Beach Provincial Park c. 1933. These photographs indicate the popularity of the early parks.

## B. The Role of the Advisory Committees

That the provincial parks system continued to exist, and indeed expand, during this period can be attributed to the work of the local Advisory Committees. As was noted earlier, although these Committees were initially established by the Parks Board to act in an advisory capacity, in practice they assumed responsibility for the maintenance and day-to-day operation of their local parks. The composition of the Committees was not stipulated by legislation; however, it appears that some ground rules for their formation evolved. In discussing the reservation of an island in the St. Mary's River near Woolford for park purposes in 1949, J. H. Holloway, Chairman of the Provincial Parks Board noted:

> before very much can be done in developing this park it is desirable that a local advisory committee should be set up to take charge of the park on behalf of the Board. In such cases it is customary to consult the local M.L.A. with respect to nominations to these committees . . . . A committee of about five members is desirable, and it is preferable that the persons nominated should be representatives of organizations or groups which are likely to make considerable use of the park.[141]

The Advisory Committees were required to obtain permission from the Parks Board in Edmonton for any major developments within the park, e.g., the construction of new buildings or the appointment of a caretaker, but in terms of carrying out essential tasks such as weeding, cleaning up after the weekend, the provision of drinking water, etc.,

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[141]J.H. Holloway, Chairman, Provincial Parks Board, to N.E. Tanner, Minister of Lands and Forests. July 22, 1949.

the Board was rarely able to give any assistance. The Committees not only saw that these duties were carried out, usually through volunteer work, but often were able to improve the park area through soliciting donations of money and materials from local citizens. The early development of Park Lake Provincial Park provided a good illustration:

> Plans for the further improvement of the Park were then taken up, and in view of the financial situation of the Government to make any appropriations this year, the committee were strongly of the opinion that every effort should be made to carry on by volunteer work. Best ways of accomplishing this were through appeals made to the people to not only preserve what has already been done, by arranging to irrigate and cultivate the tree plantations throughout the year, but lending aid in further tree and shrub planting. Today's meeting has been arranged to be held on the Park grounds so that the committee could assist in setting out seedlings and native shrubs which have been procured with the generous assistance of the Lethbridge Northern through its officials and Dr. W. H. Fairfield.[142]

The correspondence between the Parks Board and the Advisory Committees, and the Minutes of the Advisory Committee Meetings, are replete with examples which indicate the importance of volunteer labour and public donations to park development during the 1930's and 1940's.

The critical role played by the Advisory Committees during these decades was recognized by the Parks Board in 1953:

> the Local Advisory Committees have expended considerable time and effort to develop their respective parks and are to be commended for their splendid service. Although no attempt has been made to assess a monetary value in the labor and

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[142]Minutes of Park Lake Advisory Committee Meeting. May 7, 1932.

Park Lake Provincial Park c. 1937. Much of the development of this park was undertaken by volunteers from the local community.

materials which have been donated by residents in the areas served by these parks, there is no doubt this would be considerable.[143]

C. The Provincial Parks Board

The Parks Board appears to have had some difficulty maintaining its own position during the 1930's. In 1932, the position of Director of Town Planning, which was held by H.L. Seymour, was abolished.[144] In early 1933, Seymour resigned his new post as Town Planning Commissioner, "the result of a Government policy of retrenchment,"[145] and also stepped down from the Parks Board. Later that same year the Board suffered another loss with the death of the Chairman, J. D. Robertson.[146] For approximately one year after Mr. Robertson's death, the work of the Board was undertaken by officials within the Department of Public Works. On June 2nd, 1934, the Provincial Executive appointed a new Provincial Parks Board composed of Mr. C.A. Davidson, Highway Commissioner, Mr. A. Paton, and Mr. W.T. Aiken as Secretary.[147]

It should be noted that at no time did the members of the Parks Board work exclusively for the Board. Aiken is a good case in point. Secretary of the Parks Board from the early 1930's until 1947, he was employed as a clerk in the

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[143]Annual Report of the Provincial Parks Board. 1952-53. p. 2.
[144]Hulchanski, J.D. 1981. *The origins of urban land use planning in Alberta, 1900-1945*. Toronto: University of Toronto, Centre for Urban and Community Studies. p. 43.
[145]Aiken. *History of the provincial park movement*. p. 3.
[146]Ibid.
[147]Ibid.

Department of Public Works up until 1936, and was then appointed as Secretary to the Highway Traffic Board, established in May of that year to administer the Public Service Vehicles Act.[148] He was to hold both secretarial positions for the next eleven years, until his retirement from public service.[149] It is apparent from the Department records and correspondence that his duties as Traffic Board Secretary far exceeded those imposed upon him by the Parks Board.

Similarly, the individuals who sat on the Parks board during this period, and particularly the chairmen, fulfilled this role as a "secondary" duty. Davidson, for example, became Chairman in 1935. His primary position in the Department was as Highway Commissioner, and he also acted as Town Planning Commissioner. The Board Chairman in the early 1940's was A. P. C. Belyea, who was both Director of Surveys and Director of Town Planning, a position which had been re-established at the beginning of that decade.[150] In 1947, when all three members of the Board were replaced due to retirement, the new Director of Surveys, J.H. Holloway, assumed the position of Chairman of the Parks Board, while H.R. Clark succeeded Aiken as Secretary of both the Parks Board and the Highway Traffic Board. Mr. A. Paton, like Aiken a long-time member of the Board, was replaced by

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[148]Powell, K. L. 1977. *A history of name changes of Alberta government departments and agencies, 1905-1973*. Edmonton: Alberta Legislative Library.
[149]Aiken to G.H.N. Monkman, Deputy Minister, Department of Public Works. May 23, 1947.
[150]Hulchanski, *Origins of urban land use planning*, p. 43

Mr. R. MacDonald.[151]

The composition of the Board, and particularly the "primary" positions held by the chairmen and by Aiken, appear to have been significant in terms of the development of the park system. In particular, the close connection between the Parks Board and the Highways Branch, and the overlap of duties of the Director of Surveys and the Chairman of the Parks Board were important influences on the course of provincial park development. These are considered more fully later in the chapter.

The duties of the Parks Board included making decisions and taking action where necessary regarding the reservation or purchase of land for park purposes; the appointment and approval of members of the Advisory Committees; and the management of all financial matters pertaining to the parks. Under the provisions of the Provincial Parks and Protected Areas Act, the Board was permitted to collect revenue from special concessions and commercial privileges granted by the Board and through the payment of fines for activities which contravened the regulations of the Act. Revenue collected from the various parks was:

> forwarded to the Board in Edmonton and deposited to the credit of the park in question and ear-marked for expenditure in accordance with recommendations of the Board or the Advisory Committee.[152]

Where the Board deemed such services appropriate, the rights for refreshments, boating, and similar services were leased

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[151]Minutes of the Provincial Park Board. 1947-1951.

to private individuals. In a few parks, the Board granted leases for cottage developments. In the fiscal year ending 1948, a total of 82 such leases, covering lots at Elkwater Lake, Gooseberry Lake, Crimson Lake, and Beauvais Lake Provincial Parks, were issued or renewed.[153]

However, it is apparent that the Board never considered the operation of the parks as a profit-making concern. More requests for leases were refused than were granted, and the monies which accumulated from this source was never very substantial. By 1948 the Board held just over $1700 in a general trust account for ten areas which were being managed as parks. The Board estimated that a sum of $9000 would be required to operate the parks in the following year.[154] While the major focus of the Board was the provision of areas suitable for a rather limited range of recreational activities, e.g., bathing, boating, picnicking, etc., the Board attempted to strictly control the development of these areas. Even during these years of financial restraint, the parks were not perceived as resources which, through the process of injudicious leasing, could be operated as self-supporting entities.

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[153]Government of Alberta. 1948. Department of Public Works Annual Report

D. Growth of parks

As was shown by the example of the first provincial park, Aspen Beach, the actual process whereby an area became established as a provincial park was never clearly determined. At some point in the process, a decision was made by the Parks Board and an area was reserved or purchased by the Board to be used for park purposes. Due to the lack of funds during the 1930's and 1940's, the reservation of public lands was the prevalent form of land acquisition by the Board. Also at some unspecified point in this process, a local Advisory Committee was appointed. In some cases, e.g., Woolford Island, the Committee was formed before an area had even been reserved; in other cases, e.g., Writing-on-Stone, a Committee was not appointed until years after the original reservation had been made. Thus, an area could be reserved by the Parks Board, be managed by an Advisory Committee, and be operated as a park, without formally being established as a provincial park through Order-in-Council.

This is precisely what occurred during this period of park development. Although no new parks were officially created, over a dozen new areas were operated, to all intents and purposes, as provincial parks. These areas were transferred to the Parks Board and were managed by the Board. The Advisory Committees carried out volunteer work, requested money for improvements, and sent regular reports

in the records of the Parks Board. While the majority of these areas were officially incorporated into the parks system at a later date, in effect they were administered as part of the provincial park organization during this period.[155]

The names of these areas, and the date on which they commenced their operation as parks, were as follows: Rochon Sands (originally reserved as Buffalo Lake in 1933); Little Fish Lake, Taber (1934); Writing-on-Stone (1935); Saskatoon Mountain (1936); O'Brien (originally reserved as Wapiti River in 1939); Beauvais Lake (1940); Cypress Hills (originally reserved as Elkwater Lake in 1945); Woolford Island (1948); Crimson Lake, Red Lodge, Ma-Me-O Beach (1949); and Garner Lake (1950).[156] Following the pattern established by the creation of the first eight parks, the majority of these areas were small and water-oriented. However, there were two notable exceptions to this general trend, and their inclusion in the park system during these years was significant in terms of the overall development of the park system.

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[155]It should be noted, however, that some of the areas which were established or reserved as parks were often enlarged or had their boundaries revised in later years. Thus the areas which bear the names of provincial parks today are not always the same areas which were originally reserved. A few areas which were reserved were later withdrawn from the park system altogether.

[156]Minutes of the Provincial Parks Board. 1936-1951, and Aiken. *History of the provincial park movement.*

Red Lodge park reserve c. 1949.

E. Writing-on-Stone Provincial Park

As early as 1930 an area on the Milk River known as Writing-on-Stone had been brought to the attention of the Parks Board as a suitable location for a provincial park by the local district engineer.[157] Sometime in 1932 or 1933 Seymour visited the site and recommended that a large area be set aside as a park.[158] In late 1933 the local land agent notified the Director of Lands in Edmonton that a parcel of public land was "reserved for park purposes for the proposed Provincial Park Writing-on-Stone at Milk River."[159] However, it transpired that a section of land which the Board wished to include in the park had been leased to a Mr. Weir, and that this lease was not due to expire until January 1, 1935.[160]

Although the area had been initially identified as a local picnic area, the tour of inspection by Seymour brought to the attention of the Board the historical and geological importance of the site. Vandalism and despoilment of the Indian pictures and writings led the local Boards of Trade to put pressure on their M.L.A., who contacted the Board with a view to having a park reserved.[161] It was not until Mr. Weir's lease had expired, in 1935, that a large area at

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[157]A. Frayne, Inspector, to H.L. Seymour. April 16, 1930.
[158]H.P. Keith, Deputy-Minister of Public Works, to C.A. Davidson, Highway Commissioner. April 24, 1934.
[159]R. Cruikshank to D.H. Boles, Director of Lands. November 28, 1933.
[160]J. Harvie, Deputy Minister, Department of Lands and Mines, to H.P. Keith, Deputy-Minister, Department of Public Works. April 18, 1934.
[161]M.J. Connor, M.L.A. to W.T. Aiken. November 3, 1933.

Writing-on-Stone, approximately 800 acres, was officially reserved for a provincial park through Order-in-Council 1018/35. This was now the largest park reserve managed by the Board, and was categorized as a Class "A" park by Aiken.[162]

The reasons for the reservation of this area were significant. In a 1935 report which detailed the existing parks, Aiken noted the geological and archaeological importance of the rocks and the Indian markings at Writing-on-Stone, and the historical value of both the writings and the old North West Mounted Police post, which was also contained in the reserved land.[163] Writing to his counterpart in the Department of Public Works some years after, the Minister of Lands and Mines noted in regard to Writing-on-Stone:

> this tract of land was set aside for the sole purpose of preserving it as a geological and historical site.[164]

While the park did include a riverside picnic site, it is apparent that the reservation of Writing-on-Stone was the first instance in which the Board sought to fulfill clause 5(c) of its mandate, "the protection and preservation" of objects of "geological ethnological, historical, or other scientific interest."[165] Although in practice the reservation of the area as a park initially brought very little change in terms of either protecting or preserving

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[162]Aiken. *Provincial parks established*. pp. 3-4.
[163]Ibid.
[164]N.E. Tanner to W.A. Fallow. October 24, 1941.
[165]Statutes of Alberta. 1930. Chapter 60.

the rocks and writing, it was an important event in park development in that the principle of reservation for reasons of protection and preservation was established, albeit tenuously.

F. Cypress Hills Provincial Park

The lengthy process whereby an area of the Cypress Hills Forest Reserve in south-eastern Alberta was incorporated into the provincial park system was again indicative of the somewhat "muddled" procedures which characterized park expansion. This process coincided with and may in fact have helped precipitate significant changes in the administration of the parks.

The initial interest in the reservation of land for park purposes in the Cypress Hills was centred on a well-established resort area at Elkwater Lake. The report of the Chief Forest Ranger at Cypress Hills in 1945 noted that:

> This location (Elkwater) might be referred to as the oasis of the south-eastern part of the Province, and could without the expenditure of a large sum be developed into a beauty spot that would be amply justified in post-war years.[166]

It is difficult to determine where the original idea for the establishment of a provincial park at Elkwater emanated, although there is little doubt that the M.L.A. for Medicine Hat, Dr. J. L. Robinson, a prominent politician who was appointed Minister of Industries and Labour in 1948, was a leading proponent of the park concept. In 1945 an area of

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[166]Government of Alberta. 1945. Department of Lands and Mines. Annual Report.

over 1.11 acres bordering on Elkwater Lake was transferred from the Forest Reserve and reserved for a provincial park through Order-in-Council 1659/45. Thus, the area should have come under the jurisdiction of the Provincial Parks Board in that year. However, on May 23, 1947, in what must have been one of his last duties as Secretary, Aiken notified his Deputy Minister that:

> This Park . . . was formerly administered by the Department of Lands and Mines. Notwithstanding the Order-in-Council (1659/45), they continued to administer the Park until yesterday when Mr. Huestis brought me all the files and statements in connection with the lease of property in the area.[167]

On the same day, the Deputy Minister, G.H.N. Monkman, advised A.P.C. Belyea, Director of Surveys and Chairman of the Parks Board, that, due to Aiken's impending retirement, he had asked the Secretary of the Board to forward "all the files and accounts in connection with the Elk Water Lake Park"[168] to the Surveys Branch. Monkman indicated that:

> I am of the opinion that the matter of accounts and leases, etc., could be better looked after by your staff than any other.[169]

The administration of the park reserve at Elkwater presented the Parks Board with a number of problems which the Board had not hitherto encountered. There was a permanent community and several commercial operations within the park, and this entailed the collection of annual rental

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[167]W. T. Aiken to G. H. N. Monkman, Deputy Minister, Department of Public Works. May 23, 1947.
[168]Monkman to Belyea. May 23, 1947.
[169]Ibid.

fees for "some 50 leases and permits."[170] These rentals became due at different times throughout the season and had been, in the past, collected by the Forest Ranger.[171] As no Advisory Committee had been formed for this park, Aiken observed that:

> At the present time we have no one who would look after this work . . .[172]

Previous leasing agreements issued by the Board had covered the summer months only and had been payable at the same time every year.[173]

The Board followed its usual procedure and called for the local M.L.A. to nominate candidates for an Advisory Committee, which was duly formed. The task faced by this Committee was a great deal more difficult than that of the other Committees. Due to the nature of the settlement at Elkwater Lake, the Advisory Committee had to deal with more complex "town management" concerns such as the supply of electricity, the construction of a school, the provision of fire fighting services, and the establishment of regulatory ordinances concerning commercial development. There were also several areas within the park boundaries which had been leased to individuals by the Forest Service for purposes of grazing and cutting timber, and this matter had to be dealt with by the local Committee. The management of the park

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[170]Aiken to Monkman. May 23, 1947.
[171]Ibid.
[172]Ibid.
[173]Regulations covering the leasing of lots. No date. Unpublished.

created several problems for the Advisory Committee and the Board, particularly regarding collection of revenues and park expenditures, and in 1950 the Chairman of the Committee finally tendered his resignation.[174]

It appears that administrative problems were not restricted to the Elkwater Park Advisory Committee. In 1947, Aiken, the most experienced parks bureaucrat, wrote to Monkman, Deputy Minister of Public Works:

> Personally, I am of the opinion that the Provincial Parks Act should be revamped in some way so that while separate Boards might be appointed they would be brought into closer touch with the Provincial Parks Board. You will remember that in connection with the Board of Management at Ghost River Park that this Board got into considerable difficulties inasmuch as they issued bonds which were guaranteed by the Provincial Government, and I see no possibility of these bonds ever being paid for out of revenue from the Ghost River Dam Park. It has been the practice of the Provincial Parks Board in other areas to appoint Advisory Committees. These have been very useful but sometimes are very difficult to keep under control.[175]

Whether it was due to general problems related to the management of parks by the Advisory Committee or, as seems more likely, the problems encountered at the Elkwater Lake Park, in 1948 the issuance of leases for lots in the provincial parks was taken over by the Surveys Branch of the Department of Public Works,[176] as had been suggested by the Deputy Minister, Monkman, the previous year. The Surveys Branch had been asked to complete a large number of surveys

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[174]J.H. Holloway to H.R. Clark, Secretary, Provincial Parks Board. December 12, 1950.
[175]Aiken to Monkman. May 23, 1947.
[176]Government of Alberta. 1949. Department of Public Works. Annual Report.

in Elkwater, over 400 in 1949,[177] and it was probably easier for the staff to handle the technical and clerical work related to leases than for the local Committee or the Parks Board Secretary in Edmonton.

Despite many of the practical benefits of this method of administration, changes in the wider political system were soon to render it obsolete. As early as 1949 a Bill, Number 115, was introduced to the Legislature proposing the transfer of the administration of provincial parks from the Department of Public Works to a new Department of Lands and Forests.[178] Holloway, the Chairman of the Parks Board, suspected foul play in this:

> I have good reason to believe that what is at the bottom of this proposal is nothing more than a desire on the part of one or two officials of the Department of Lands and Mines, who will be attached to the new Department of Lands and Forests, to enhance their prestige by taking over this work . . .[179]

It appears that the principal reason for the transfer of the parks administration to the Department of Lands and Forests was the fact that this Department was given responsibility for land titles, and as a great deal of the administrative duties related to park development revolved around land reservation, the government decided that this was the most appropriate jurisdictional location for the parks entity.[180] As will be seen, the results of the

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[177] Government of Alberta. 1950. Department of Public Works. Annual Report.
[178] J.H. Holloway to E.C. Manning, Premier of Alberta. March 26, 1949.
[179] Ibid.
[180] Personal communication with C.H. Harvie, Superintendent

governmental reorganization and the new parks legislation which followed were felt most strongly at Elkwater Lake, which was assimilated into the larger Cypress Hills Provincial Park.

There seems little doubt of the significance of the development of the park at Cypress Hills in the evolution of provincial parks in Alberta. The administrative problems which were prevalent at Elkwater Lake were symptomatic of the parks managerial problems, and may even have acted as a catalyst for the necessary operational alterations which took place in 1951.

G. Summary

Undoubtedly, the most important factor during this phase of park developmenet was the lack of financial resources available for park purposes, a consequence of the wider, global economic Depression, and the World War which followed. With the demand for parks increasing, the Parks Board reacted to their predicament by implementing a rather irregular system of park expansion, with new areas reserved and operated as parks but never formally established as such. The onus for maintaining and developing park facilities fell on the local Advisory Committees, who responded, for the most part, in admirable fashion.

Several important events can be identified in this phase of development. Over a dozen new areas were added, in

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180(cont'd) of Parks, 1951-62; Provincial Parks Planner, 1963-73. December 20, 1986.

practical terms, to the parks system, and included among these was the first park to be reserved for reasons essentially related to preservation and protection, Writing-on-Stone. The inclusion of Elkwater Lake in the parks organization, the first step in a process which would bring by far the largest single area under the jurisdiction of the Parks Board, brought a number of new management concerns for park administrators. These new problems coincided with the new social conditions of the post-war years, and an increasing realization of the importance of the parks resource. In Alberta these new conditions precipitated government reorganization, which significantly affected the parks and their management.

Last, but not least, the post-war years signalled the "end of an era" of park administration. Aiken, the Secretary, and Mr. A. Paton, both of whom had served on the Parks Board for over thirteen years, retired in 1947. They had carried out the clerical and technical work of the board for this period without salary and often during their own time, motivated by a keen interest in the work.[181] Credit is due these individuals, as well as the local volunteers, for the survival and indeed expansion of the parks system during these difficult early years of development.

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[181]Holloway to Manning. March 26, 1949.

## V. Growth of Provincial Parks, 1951-1964

The parameters for this phase of provincial park development were formed by the enactment of two Provincial Parks Acts. The first Act, passed on April 7, 1951, was a comprehensive piece of legislation which coincided with the transfer of the parks administration from the Department of Public Works to the Department of Lands and Forests. The second Parks Act, enacted on April 15, 1964, was also a critical legislative measure. Both Acts can be identified as watersheds in the evolution of the park system.

Between 1951 and 1964 the park system experienced a period of rapid expansion. In total, 34 provincial parks were established by Order-in-Council and, even allowing that 14 of these areas had been operated as parks prior to 1951, this still reflected substantial growth. Not only did the number of parks increase, but the number of visitors to the parks multiplied also. The prosperity and mobility of Alberta's growing population resulted in many more visitors to the parks and in a change in the type of visitation which took place. In addition, several new types of parks came under the jurisdiction of the Parks Board during this era.

### A. The Provincial Parks Act, 1951

The Provincial Parks Act of 1951 called for the establishment of a new Provincial Parks Board, consisting of "not more than three members."[182] Appointed to the Board

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[182]Statutes of Alberta. 1951. Chapter 64. Section 13.

were C.G. Dupre, V.A. Wood, who held the position of Director of Lands, and T.W. Dalkin, Director, Technical Division, Department of Lands and Forests.[183] Both Wood and Dalkin had held similar posts in the old Department of Lands and Mines.[184] The Act confirmed the role of the Advisory Committees, which were also limited to "not more than three members for any park."[185] The most significant order proclaimed in the Act was contained in Section 14, which allowed for the appointment of "such officers and clerks as may be deemed necessary to administer and enforce the provisions of this Act." In other words, the parks administration would now be assisted by full-time staff. These staff members answered to the Minister, and their relationship with the Board was not defined.

Before the first meeting of the new Board had convened, Mr. C.H. Harvie was appointed to the position of Superintendent of Parks. The Chairman, Dupre, designated that the Superintendent:

> would be responsible for the supervision of the upkeep of the parks, maintenance of buildings, supervision of construction of buildings and landscaping, and other duties as may be directed from time to time.[186]

In addition to outlining the duties of the first supervisor, the Board also made the following recommendations:

> that all proposed parks or parks in operation which have not been established by Order-in-Council as

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[183]Report of the Provincial Parks Board. 1951-52. p. 1.
[184]Government of Alberta. 1949. Department of Lands and Mines. Annual Report.
[185]Statutes of Alberta. 1951. Chapter 64. Section 15.
[186]Minutes of the Provincial Park Board. May 16, 1951. p. 2.

> Provincial Parks be inspected and that a report with recommendations as to boundaries be submitted for the decision of the Board . . . . that plans and legal descriptions be prepared covering all parks and that the necessary Orders-in-Council passed to definitely establish the parks.[187]

The first park which these recommendations affected was the park which had created the most difficulties for the administration in the past--Elkwater Lake. By Order-in-Council 547/51 the park at Cypress Hills was enlarged to encompass a total area of 78 square miles formerly included in the Cypress Hills Forest Reserve, and was renamed Cypress Hills Provincial Park. Two further parks staff members, a warden and an assistant warden, were appointed to attend to the local administration of the park,[188] which was now by far the largest provincial park in Alberta.

Thus the most immediate repercussions of the new legislation were the creation of a new Board, the appointment of the first parks staff, and the introduction of a program which was aimed at consolidating and expanding the parks system in Alberta.

**B. Park expansion**

In addition to the park at Cypress Hills, two other parks were formally established in 1951. The land for the park at Red Lodge had originally been reserved for park purposes in 1949, while the site of the Kinbrook Island

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[187]Ibid.
[188]Report of the Provincial Parks Board. 1951-52. p. 1.

Provincial Park was received as a gift.[189] The names of the other parks which were created during this phase of development with the date they were officially established were as follows: Sir Winston Churchill (originally established as Big Island, 1952); Vermilion, Garner Lake, Pembina River (1953); Little Bow, Taber, Beauvais Lake, O'Brien (1954); Dinosaur (originally Steveville Dinosaur Park), Cross Lake, Wabamun Lake, Crimson Lake (1955); Queen Elizabeth (originally Lac Cardinal), Winigami Lake (1956); Dilberry, Ma-Me-O Beach, Rochan Sands, Woolford, Writing-on-Stone, Long Lake, Little Fish Lake, Big Hill Springs, Willow Creek (1957); Thunder Lake, Miquelon Lake, William A. Switzer (originally Entrance Provincial Park, 1958); Moonshine Lake, Bow Valley (1959); Bragg Creek, Williamson (1960); and Big Knife (1962).[190]

In addition to establishing new parks, several park areas were substantially expanded during this period. During 1953-54 additions of land were made to the Cypress Hills, Rochon Sands, and Saskatoon Island parks,[191] and one year after its formation, in 1957, Lac Cardinal Provincial Park was increased by over 110 acres.[192] In 1961 three parks, Woolford (by over 60 acres), Beauvais Lake (by 80 acres), and Bragg Creek (by almost 150 acres) were considerably enlarged.[193] The Board continued the policy of reserving

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[189]Government of Alberta. 1977. Department of Recreation, Parks and Wildlife. Parks systems planning.
[190]Ibid.
[191]Report of the Provincial Park Branch. 1954. p. 1.
[192]Report of the Provincial Park Branch. 1958. p. 1.
[193]Government of Alberta. 1962. Department of Lands and

Map 1

First Map of Provincial Parks (1955)

Source: Government of Alberta. 1955. Department of Lands and Forests. Annual Report.

Crown lands for parks rather than through purchase:

> A policy is being followed of reserving areas of Crown land throughout the Province which is suitable for park development in the future.[194]

This was a critical factor in terms of park development. Commenting on a request made by an M.L.A., Mr. G. Norris, to the Minister of Lands and Forests in 1959 regarding the establishment of a park at a site on Buffalo Lake, the Minister of Economic Affairs suggested:

> in view of the fact the Government owns no land . . . it (the site) is not likely to be made into a park.[195]

The first year of the administration of the parks by the new Department and the new Board was principally spent in setting up records and files for the individual parks and in obtaining information regarding the parks system.[196] Park revenues for the first year under Lands and Forests totalled $15,652.77, almost $13,000 of which was obtained from leases issued at Cypress Hills. Total expenditure for parks was approximately $48,000, of which $6,383.31 was expended in salaries for the three new members of staff and a few caretakers who were employed at certain parks during the summer months, while the greater part of this sum, $40,000, was made available to the Board by a special warrant for the purchase of land at Vermilion.[197] This area was to be flooded, and a dam erected by the Canadian Utilities

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[193](cont'd) Forests. Annual Report.
[194]Report of the Provincial Park Board. 1957. p. 1.
[195]A.R. Patrick, Minister of Economic Affairs, to G. Taylor, Minister of Highways. June 29, 1959.
[196]Report of the Provincial Parks Board. 1951-52. p. 1.
[197]Ibid. pp. 1-2.

company. After the dam was built, the flooded area together with the surrounding land were to be designated as a provincial park.[198] Very little money was actually spent on maintaining and operating the parks in this year.

The second year of administration by the new Board witnessed a substantial increase in parks expenditure, with the sum of $125,000 appropriated by the Provincial Government for park purposes. Of this money, $78,459.32 was spent at the various park sites, with over 50%, $41,317.29, expended at Cypress Hills. An examination of the way in which these monies were spent reveals much about the practical operation of the parks at this time:

> During the fiscal year, a considerable portion of the Provincial Parks vote was utilized for capital expenditures. The major improvements consisted of five picnic shelters, two each at Cypress Hills Provincial Park and Garner Lake Provincial Park, and one at Taber Provincial Park, two new piers, one at Cypress Hills Provincial Park and one at Saskatoon Island Provincial Park, and four miles of new roadways, at Cypress Hills (2 1/2 miles), Garner Lake (1/2 mile), Crimson Lake (1/2 mile), and Beauvais Lake (1/2 mile). In addition, gravelling and road maintenance were carried out on many miles of roadways within Provincial Parks, and buildings and other structures were maintained either by caretakers or voluntary labor from residents of the area. Several steel stoves of improved construction were purchased and distributed to various parks, and playground equipment, which proved to be a major attraction to the children, was supplied to twelve parks."[199]

This, essentially, provides an accurate description of the type of work which was carried out in the provincial parks during this phase of expansion. As the number of parks

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[198]Ibid. p. 1.
[199]Report of the Provincial Parks Board. 1952-53. p. 1.

increased, so did the amount of road and facility construction, and the cost of maintaining and operating these capital investments. Park expenditures for these years are indicated in Table 2.

A major impetus, in terms of financial assistance, during the latter part of this period was provided by a federal-provincial agreement initiated in the winter of 1957-58. The Winter Works Campgrounds and Picnic Areas Program was implemented as a result of discussions which took place at the first Federal-Provincial Tourist Conference held in late 1957.[200] Under the terms of the program, the Federal Government offered financial assistance to the Provincial Governments for the development of campgrounds and picnic areas. The purpose of the program was twofold; to provide additional opportunities for employment during the winter months and:

> to help the provinces in meeting the rapidly growing need for campgrounds and picnic areas which have become over the past few years a very popular tourist facility.[201]

The Federal Government stipulated that it would cover up to 50% of the expenditures made by Provincial Governments in respects to costs incurred in the development of campgrounds and picnic areas.[202] In the first year of the program, January 2 to May 31, 1958, Alberta received in excess of $104,000; and for the period November 1, 1958 until May 31,

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[200]Report of the Provincial Parks Board. 1956-57. p. 1.
[201]Government of Canada. 1962. Department of Northern Affairs and National Resources. Winter Works Campgrounds and Picnic Areas Programs. p. 1.
[202]Ibid.

Table 2

Park expenditure 1952-1963

| Fiscal Year | Expenditure |
|---|---|
| 1952-53 | $78,459 |
| 1953-54 | 77,137 |
| 1954-55 | 71,840 |
| 1955-56 | 73,778 |
| 1956-57 | 121,560 |
| 1957-58 | 200,709 |
| 1958-59 | 313,924 |
| 1959-60 | 646,322 |
| 1961-62 | 592,997 |
| 1962-63 | 816,721 |

Source: Government of Alberta. 1953-1964. Department of Lands and Forests. Annual Reports.

1959, an additional $226,000.[203] The Parks Board noted in its Annual Report of 1959 that:

> the Federal-Provincial Government Program of winter employment was of considerable assistance in the development of additional camping and picnicking facilities. (p. 2)

At many of the provincial parks new facilities, e.g., picnic shelters, sanitary units, storage buildings, etc., were constructed and many acres of underbrush cleared away under the provisions of the program. The program remained in place for six years, until 1963, and netted the Provincial Government almost $3/4 million, a large percentage of which was invested in the development of provincial parks.

The growth in the number of parks and the capital investments therein brought about an increase in the responsibilities of the Board and the Department. This in turn was reflected by an increase in the parks labour force. In 1954 one correspondence clerk was added to the staff, and in the summer of that year a total of nine temporary park caretakers were employed. In 1955-56 the correspondence clerk was superseded by a Park Planning and Administrative Officer, and a further fifteen permanent summer staff were hired to carry out construction and maintenance in the parks. By 1958 the number of full-time staff had increased to eight. In addition to the Superintendent, three parks, Wabamun, Steveville Dinosaur Park, and Cypress Hills had permanent wardens, while the latter also employed two assistant wardens. Two permanent clerks supported the field

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[203] Ibid.

staff.[204]

Indicative of the park organization's physical growth and its increasing importance within the Department, Provincial Parks was established as a Branch of Lands and Forests in 1958, and a Provincial Parks Commissioner, E. P. Shaver, was appointed. Shaver also held the position of Assistant Director of Lands at this time. It was expected that these changes would "provide more efficient and flexible administration."[205] Although only three new staff members were added, their positions were significant in that they took over several of the key organizational duties which had previously been the responsibility of the Parks Board in concert with the Advisory Committees, most notably the tasks of planning and supervision. The position of Supervisor, Field Staff and Parks Planning, answerable to the Commissioner, was created, and two Park Supervisors were appointed. These Supervisors were responsible for the inspection and supervision of park development throughout the province, excepting those three parks which had permanent wardens, and reported to the Supervisor, Field Staff and Parks Planning, directly (See Figure 4).

Between 1958 and 1962 an additional eight new positions were created, bringing the total parks staff to nineteen. In 1962 a further organizational development took place as part of a major restructuring of the Department of Lands and

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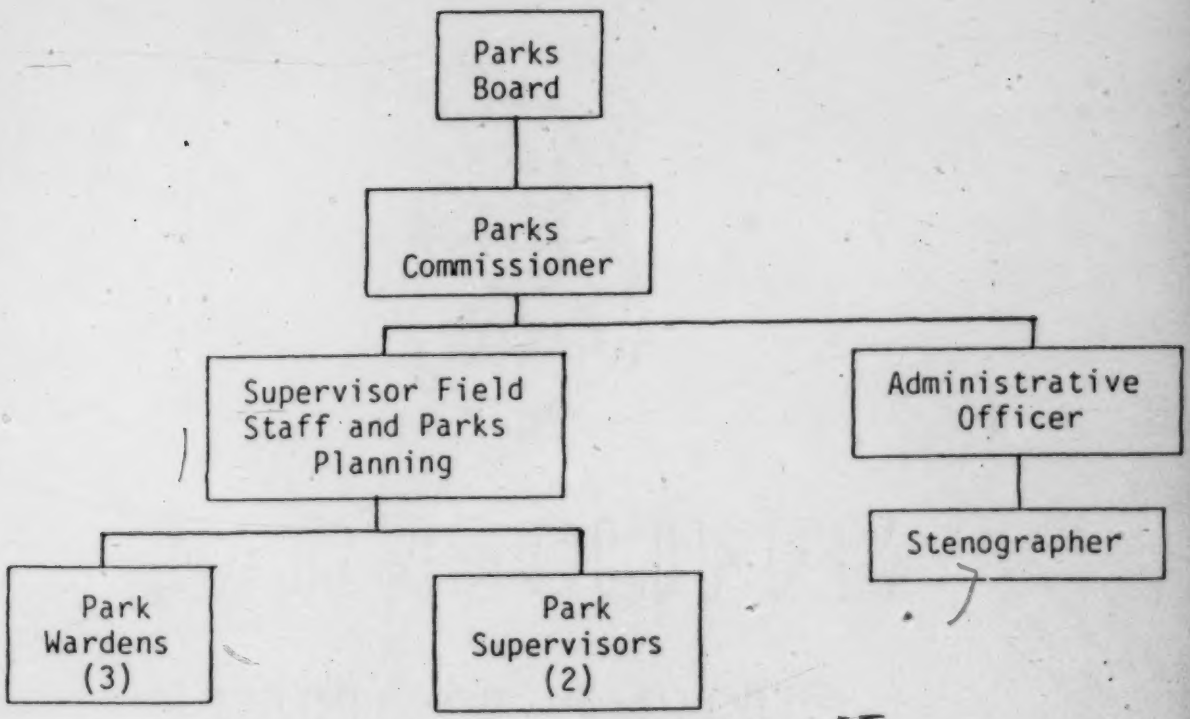
[204]Government of Alberta. 1951-59. Department of Lands and Forests. Annual Reports.

[205]Government of Alberta. 1959. Department of Lands and Forests. Annual Report. p. 106.

FIGURE 4. Parks Branch organization chart, 1958.




Source: Government of Alberta. 1958. Department of Lands and Forests. Annual Report.

Harvie, C. H. December 20, 1986. Personal communication.

Forests.[206] The significance of this change in terms of the Parks bureaucracy was the division of the planning and operations responsibilities within the Branch. The 1962 organizational chart of the Parks Branch (Figure 5) reflects the expansion and the "coming of age" of the parks administration.

The professionalization and maturation of the parks administration was both a consequence and a cause of the decreasing influence of the Advisory Committees. As the course of park development increased in both magnitude and complexity, the part-time volunteer park "management" committees which had successfully nurtured the parks in the early years were simply unable to effectively look after a resource upon which new and greater pressures were being put. Although the Advisory Committees were not officially dismantled until 1974, the appointment of the park wardens, park caretakers, and the Park Supervisors was an indication that the system was outgrowing the existing administrative framework. In 1957 the Superintendent of Parks observed that it was:

> apparent that the local Advisory Committees have not sufficient time to devote to the development of parks.[207]

Writing in 1959 the new Parks Commissioner suggested that:

> the Local Advisory Committees have a tendency to assume more responsibility than we are prepared to allow, and a very close watch must be kept on their

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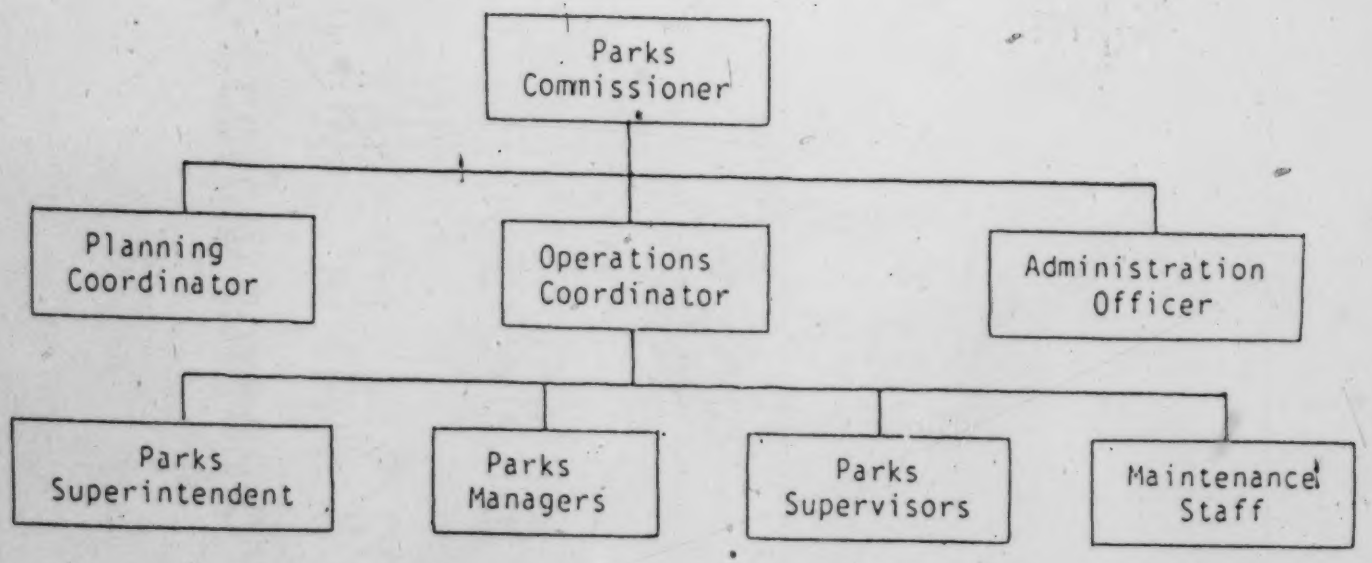
[206]Government of Alberta. 1958-63. Department of Lands and Forests. Annual Reports.
[207]Minutes of the Provincial Park Board. August 6, 1957.

FIGURE 5. Parks Branch organization chart, 1962.




Source: Government of Alberta. 1962. Department of Lands and Forests. Annual Report.
Acton, J., and Strudwick, G. November, 1985. Personal communication.

activities.[208]

The Advisory Committees, representing localized interests, were incompatible with a professional bureaucracy attempting to manage the parks resource on a provincial scale.

The number of visitors to the provincial parks also increased dramatically during this phase of park development. Although no official park visitation statistics were recorded until the early 1960's, estimates of visitors to the individual parks were made by the local wardens and caretakers. Throughout these years there was a steady and substantial growth pattern. The 1954 Report of the Provincial Park Board stated:

> As has been the case during the past several years Provincial Parks again received greater patronage from the public than in any previous year. The adoption of the five-day week, the general improvement in road conditions and the overall economic prosperity of the province has increased greatly the use of present recreational facilities and indicates a need for additional recreational areas. (p. 1)

In 1957 the Board noted that:

> The Provincial Parks experienced the greatest season this past year in the history of the Province. More people used the facilities provided than ever before[209]

and in the following year "the public patronage of Provincial Parks exceeded one million persons."[210] In 1959-60, the first year in which visitation records were officially recorded "inclement weather caused a slight drop

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[208]E. P. Shaver to Charles Brown, Department of Natural Resources, Saskatchewan. July 13, 1959.
[209]Report of the Provincial Parks Board. 1957. p. 1
[210]Report of the Provincial Parks Board. 1959. p. 1.

in the number of visitors to the Provincial Parks."[211] In 1962 the Board's Annual Report recorded the first graph of park visitors, and a later chart included in the 1964 Annual Report, indicating park attendance for the five previous years, is reproduced in Figure 6.

Not only were the numbers of visitors to the parks altering dramatically, the nature of the visitations was changing also. In 1957 the Parks Superintendent indicated that:

> while many of the provincial parks were local in nature . . . due to the increased use of our provincial parks, they were fast losing their local nature.[212]

The 1959-60 Report of the Provincial Parks Commissioner stated that "in the past several years more and more Alberta residents and tourists are enjoying the facilities in the Provincial Parks" (p. 1). The great improvements in transportation which took place in the post-war period, better roads and improved and cheaper cars, had made the provincial parks accessible to visitors from all parts of the province and beyond. The parks were no longer the singular preserve of the local town or community, which fact constituted a significant alteration in the concept of provincial parks. Consequentially, this affected the development of other local recreation areas, and, in turn, the evolution of the system of provincial parks.

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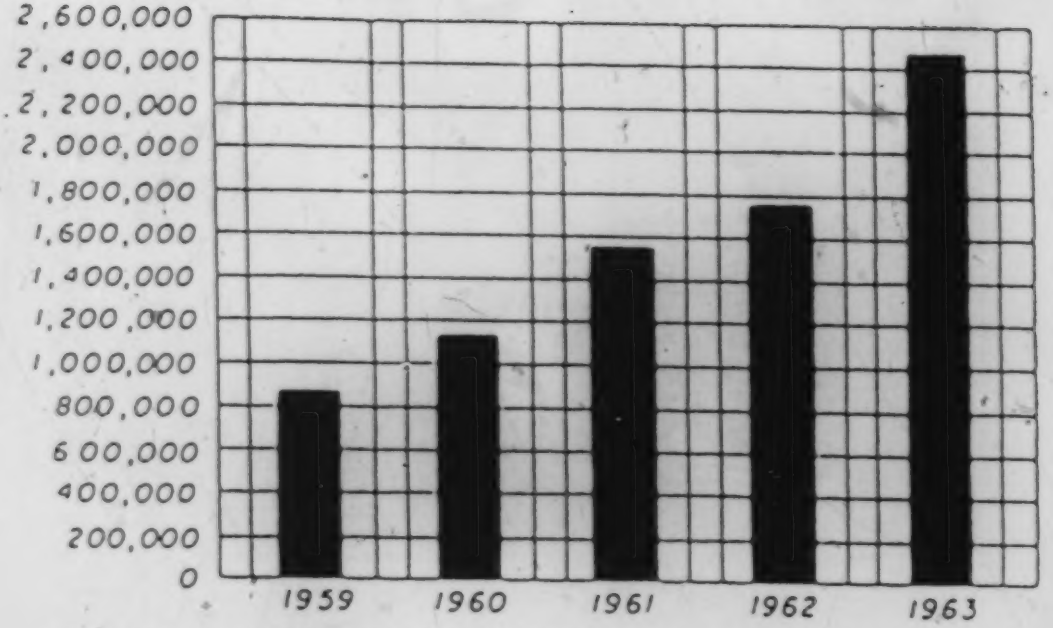
[211]Report of the Provincial Parks Board. 1960. p. 1.
[212]Minutes of the Provincial Park Board. August 6, 1957.

FIGURE 6.




TOTAL ATTENDANCE FOR ALL PROVINCAL PARKS
(APRIL THROUGH SEPTEMBER)

Source: Government of Alberta. 1964. Department of Lands and Forests. Annual Report.

While the expansion of the parks system was the predominant characteristic of development during this period, a number of events occurred which influenced the nature of the future development of provincial parks. Several different types of recreational areas came into being, and their existence affected park evolution both directly and indirectly.

C. Historic sites

The creation of Provincial Park Historical Sites was an important aspect of provincial park development during this phase. In 1953 it was noted by the Parks Board that:

> The Deputy Minister has ruled that historical sites throughout the Province of Alberta should be dealt with by the Provincial Parks Board. The Secretary is to write to the Historical Society advising them of the procedure which will be followed in designating areas which will be established as historical sites.[213]

However, the establishment of these sites does not seem to have been a high priority of the Board, and it was not until 1955 that the Superintendent forwarded a list of three possible historical sites to the Alberta Historical Society for approval.[214]

Unfortunately, these sites were rarely situated on public land, and it was necessary for the Board to purchase the sites, neither a simple nor speedy process. The Annual Report of the Provincial Parks Board for 1956 stated that:

> Negotiations were started at three historical sites

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[213]Minutes of the Provincial Park Board. March 30. 1953.
[214]Minutes of the Provincial Park Board. March 7, 1955.

> to acquire title although no actual purchases have been made. (p. 1)

The following year the Annual Report noted that:

> The Provincial Parks Board program to safeguard Alberta's historical sites of interest was handicapped due to the difficulty in acquiring title to the areas under consideration . . . (p. 1)

By this year, however, one provincial park, Twelve Foot Davis, located at Peace River, was being maintained by the parks administration as an historic site.[215] In 1959 three Provincial Park Historic Sites, Ribstone, Fort DeL'Isle, and Fort Vermilion, were formally created:

> as part of the policy of the Provincial Parks Branch is to preserve areas and items of historical significance to the growth and development of the Province of Alberta.[216]

Five additional historical sites were established as provincial parks in 1960-61, another four in 1961-62, and by 1964 a total a nineteen historical sites were being maintained as provincial parks.[217] Although the great majority of these parks were very small in area, and the amounts expended on their upkeep were minimal, e.g., $1,280 in 1963-64, they were clearly an important component of the provincial parks system during this period.

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[215]Government of Alberta. 1957. Department of Lands and Forests. Annual Report. p. 89.
[216]Report of the Provincial Park Commissioner. 1960. p. 1.
[217]Government of Alberta. 1960-64. Department of Lands and Forests. Annual Reports.

D. Highway campsites

If one new element, historical sites, was added to the provincial park system, another type of park which had figured prominently in the plans of the originators of the parks system, the highway campsite, appeared to slip from the jurisdiction of the parks administration despite some efforts to prevent this. It was recorded in the minutes of a Parks Board meeting on September 3, 1952 that two members of the Board, V.A. Wood and C. Harvie, had attended an inter-departmental government meeting at which it had been unanimously decided that all roadside picnic sites were to be selected by District Engineers, reporting to the Alberta Travel Bureau, and that the Department of Highways was responsible for maintaining these sites. As during the 1930's and 1940's, the Parks Board still had a very limited staff and, as the Board had embarked upon an extensive program of park expansion, this was probably deemed the most expedient solution. However, it is evident that the Superintendent and the Board still considered this type of park to be part of the provincial park system.[218]

It is apparent that the construction of such facilities did not keep pace with the demand for them in the early 1950's, and public pressure, in the form of a number of newspaper editorials, led to the convening of another inter-departmental meeting to discuss highway campsites in

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[218]Minutes of the Provincial Park Board. October 4, 1951, and April 21, 1952. Class "C" Parks were still included in the classification system used by the Board. See "Classification" later in this chapter.

1956.[219] The Superintendent of Parks, who was in attendance, reported to the Parks Board Chairman that it had been suggested at the meeting that a proposal for the development of roadside campgrounds be taken to Executive Council for approval and that these sites "would be under the jurisdiction of the Provincial Parks Board."[220] One month after this meeting, the Parks Board directed the Superintendent "to prepare a basic plan for the development of approximately five (roadside camp)sites next year."[221]

In November, 1956, however, the Board noted:

> Concerning road side camp sites the Minister of Highways, the Minister of Economic Affairs, and the Minister of Lands and Forests, held a meeting to discuss under which Department the operation of road side camp sites would be placed and the Parks Board has been advised that the Department of Highways will be responsible for this service.[222]

In August, 1957, the Parks Board received a request for the transfer of the area comprising Lundbreck Falls Provincial Park, one of the original parks established as a Class "C" Park in 1932, from the Department of Highways.[223] This transfer was duly completed the following year.[224] Official government policy at this time seemed to be that highway campsites were not the domain of the provincial park administration, and the concept of the Class "C" Park was removed, at least temporarily, from the provincial parks

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[219]C.H. Harvie, Superintendent of Parks to Dr. V.A. Wood, Chairman, Provincial Parks Board. September 7, 1956.
[220]Ibid.
[221]Minutes of the Provincial Park Board. October 18, 1956.
[222]Minutes of the Provincial Parks Board. November 7, 1956.
[223]Minutes of the Provincial Park Board. August 20, 1957.
[224]Report of the Provincial Parks Branch. 1959. p. 1.

administration.

E. Wilderness areas

Two other types of park, neither of which were initially established under the control of the Provincial Parks Board, were created during this period. The existence of these areas had relevance for park development, and the management of one of these forms of recreational land base was soon to become the responsibility of the parks administrative staff.

On April 7, 1959, the Wilderness Provincial Park Act established an area of over 2000 square miles near Grande Cache as the Wilderness Provincial Park. This area was a "provincial park" in name only. It was created by a unique and anomalous piece of legislation; it was not placed under the control of the Parks Board; and, although the legislative mandate called for the "conservation and protection" of natural resources and the "preservation of its natural beauty,"[225] the area was not protected from either size reduction nor resource development. In fact, Section 7 of the Act clearly stated that:

> Nothing in this Act affects the administration and control of mines and minerals within the area of the Park.[226]

That this curious piece of legislation was passed, with such a large area nominally reserved although in reality not protected at all, was no doubt facilitated by the fact that

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[225]Statues of Alberta. 1959. Chapter 95, Section 4.
[226]Ibid. Section 7.

the "park" was situated in the riding of N.A. Willmore (after whom the area was later named), the Minister of the Department of Lands and Forests.

In 1961 two more large tracts of land bordering Banff National Park, the Siffleur and White Goat areas, were reserved under the Forest Reserves Act of 1950.[227] The reservation of these areas, and, to an extent, the Wilderness Park two years earlier, were the result of "requests of conservationists, the Fish and Game Association, outfitters, etc."[228] While the two latter areas were more securely safeguarded against resource development, initially they were not placed within the mandate of the parks administration.

F. Classification of parks

An attempt to classify the existing provincial parks was made by the new Parks Board in 1951. Apparently the Board and the Superintendent sought to expand the original classification system utilized by Aiken. In July, 1951, the Board decided to "leave the classification of parks until the fall"[229] when it was thought there would be more time to consider it. In October of that year, the Board "accepted the Superintendent's report on 'Classification of Parks' to

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[227]Government of Alberta. 1984. Department of Recreation and Parks. White Goat and Siffleur Wilderness Areas Evaluation Report. p. 1.
[228]Personal correspondence with Mr. Elmer Kure. December 3, 1986.
[229]Minutes of the Provincial Park Board. July 18, 1951.

form the basis of discussion with the Deputy Minister."[230] A larger excerpt from a Board meeting the following year revealed more information related to classification and to park policy:

> Recommendations as to Classification of "A," "B," and "D" type parks concurred in. With regard to Class "C" type it was felt that as this type was more or less similar to Recreational Leases that same might be amalgamated and it determined what authority should handle them. If Parks Board designated they might assist in the establishment of the park by erecting shelters, picnic grounds, and maybe playground equipment, and then turn same over to local authorities to carry on . . . . As conservation not to come under Parks "E" type park to be eliminated.[231]

A later Board meeting defined the type "D" park:

> For the preservation of geological, ethnological, historical, or other scientific interest.[232]

Apparently, a five tier classification system of parks had been proposed, with type "D" defined as preservation oriented and type "E" having some kind of conservation characteristic. The Report of the Provincial Parks Board for 1952 noted that:

> An effort was made to classify Provincial Parks, taking into consideration all factors relating to the parks such as facilities offered at each park, area served by the park, number of patrons, etc. This classification was not completed by the end of the fiscal year.[233]

There is very little indication that any attempt was made to utilize this system to any purpose during the succeeding

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[230]Minutes of the Provincial Park Board. October 4, 1951.
[231]Minutes of the Provincial Park Board. April 21, 1952.
[232]Minutes, Special Meeting of the Provincial Parks Board. May 9, 1952.
[233]Government of Alberta. 1952. Department of Lands and Forests. Annual Report.

years, although, as was noted above, several Class "D" historical sites were incorporated into the park system in the late 1950's and early 1960's.

The Class "C" park in this classification was apparently regarded as a small sized park rather than a roadside campground. With respect to the policy adopted by the park administration towards the small, local park, the Provincial Park commissioner later observed that:

> The transition of (provincial) parks from that of a purely local nature to a multi-use purpose, has, to some extent, left a gap in the recreational needs of rural communities.[234]

In the late 1950's the government implemented a program whereby the parks administration provided financial and technical assistance to Counties, Municipal Districts, and Improvement Districts to develop rural municipal parks. The Chairman of the Parks Board for most of the 1950's, V.A. Wood, had noted the advantages of this type of arrangement for the Board:

> In this way the Government would not be required to maintain the park; the land would remain in the name of the municipality and the park would not be classified as a Provincial Park. The Parks Board could assist in the planning of the park but would not be directly responsible for making the improvements.[235]

While the program itself was not particularly significant in terms of developing provincial parks, it was important as far as explaining the course of park development during this

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[234]E.P. Shaver to E.D. Haliburton, Minister of Lands and Forests, Nova Scotia. March 1, 1963.
[235]V.A. Wood, Director of Lands, to I. Casey, Minister of Lands and Forests. July 7, 1955.

period.

## G. Legislation

Some mention has been made of the often irregular process through which areas attained provincial park status. In the late 1950's it was discovered that this irregularity extended to the legislative procedures used to establish provincial parks. In November, 1956, the Solicitor of the Department of Lands and Forests informed V.A. Wood, Chairman of the Parks Board, that:

> Recently it was discovered that many of the Provincial Parks set up prior to the enactment of The Provincial Parks Act in 1951 were not properly constituted.[236]

The original park legislation, the Provincial Park and Protected Areas Act of 1930, had required that an area was legally established as a provincial park or protected area only upon a proclamation to that effect in the Alberta *Gazette*. The Departmental Solicitor noted that "most of the parks established prior to 1951 were not proclaimed in the Alberta *Gazette*,"[237] and were not, therefore, provincial parks. A further review of the legislative documentation pertaining to provincial parks brought the Solicitor to the conclusion that, of the thirty areas currently considered as parks, twelve had been validly constituted as such, seven could be considered as validly constituted parks although the proclamations which had established them were legally

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[236]G.W. Acorn, Departmental Solicitor, to V.A. Wood. November 1, 1956.
[237]Ibid.

defective, three areas were reserved as parks, and eight areas, including Cypress Hills and Writing-on-Stone, were neither legally established nor legally reserved. In the case of these latter areas the Solicitor observed that "an Order-in-Council will be necessary to constitute them as parks under The Provincial Parks Act."[238]

Another difficulty of a legal nature emerged in 1960, when the new Departmental Solicitor, W. Abercrombie, observed that the method of land purchase being practiced by the parks administration was technically illegal. The Parks Act had restricted the purchase of land for park purposes to areas which were within or adjoining areas established as parks. To circumvent this, the park administration purchased private land, obtained a certificate of title in the name of the Crown, and then had the purchase approved through Order-in-Council. The Solicitor suggested that this procedure was "ultra vires the Provincial Parks Act."[239]

While these may be considered as no more than interesting footnotes in the story of provincial park development, they are indicative of the lack of clarity surrounding the process of development. That this process was confusing not only for later observers but for the actors taking part in the process itself is perhaps typified by these examples.

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[238]Acorn to Wood. January 3, 1957.
[239]W. Abercrombie to E.P. Shaver, Provincial Parks Commissioner. October 24, 1960.

H. Summary

The most pervasive characteristic of the phase of park development between 1951 and 1964 was that of expansion. This growth had many dimensions. In terms of expenditure, the parks budget increased from $48,000 in 1951 to in excess of $1 million by 1964.[240] From a single member of staff, the Superintendent of Parks, hired in 1951, the parks administration was enlarged to thirty-three in 1964.[241] The number of parks increased substantially during this period, and with the improvements in transportation this led to a dramatic increase in visitations to the provincial parks, which rose to approximately 2 1/2 million between April and September, 1963.[242]

Increasingly, the visitors to the parks came from further afield, and the parks lost their original attraction as recreation areas for the local communities. Together, the growth of the temporal and fiscal demands of park management and the increase in professional staff led to the demise of the Advisory Committees:

> The Superintendent further reported that it becomes increasingly evident that the Advisory Committees and voluntary work parties become less active in the development of the park as development proceeds due, no doubt, to the fact that there is increased patronage of the parks by many people who are fairly distant from the park and the local people and committees seem to be more reluctant to donate time and labour when a park loses its local character.[243]

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[240]Government of Alberta. 1964. Department of Lands and Forests. Annual Report.
[241]Ibid.
[242]Ibid.
[243]Minutes of the Provincial Park Board. April 1, 1957.

Probably the most critical growth factor during this period, with respect to provincial park development, was the increasing social and economic importance of outdoor recreation. Especially significant for park administrators was the proliferation of public agencies which attempted to provide a land base for this type of recreation. An effort was made by the Provincial Parks Commissioner, E. P. Shaver, to estimate the scope of public park development in Alberta in the early 1960's.[244] He noted that by the end of 1960, there were 37 provincial parks covering approximately 168 square miles; almost 200 highway campsites operated by the Department of Highways comprising approximately 850 acres; an estimated 25,000 acres made up of urban, municipal, and rural parks; ten provincial game reserves; five bird sanctuaries; three Forest Reserves occupying approximately 8,935 square miles; one Wilderness Park and two Wilderness Areas containing a combined total of 2,796.85 square miles; and six historical sites covering 116 acres, figures which were to increase rapidly in the ensuing three year period.[245] This list included only those areas which were administered by the Provincial Government.

It was becoming apparent to park administrators that this profusion of "park" areas was not always beneficial. In 1961 the Parks Commissioner stated:

It has come to our attention that in several

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[244]E.P. Shaver to W.M. Baker, Research Coordinator, Department of Northern Affairs and National Resources. February 10, 1961.
[245]Ibid.

> instances campground facilities constructed by the Department of Highways and the Forestry Branch are within a very few miles of some of our Provincial Parks creating to some extent a duplication of facilities where such duplication is not warranted.[246]

The Commissioner recommended the formation of an Inter-Departmental committee to examine this situation.[247]

Similarly, two years earlier, C.H. Harvie, the Superintendent of Provincial Parks, had waxed almost philosophically in an address to the Lands, Forests, and Wildlife Resources Conference held in Edmonton:

> The study of Alberta's Park Resources is complex and is further complicated by the difficulty encountered in comparing the several forms of recreational activity. How do you compare the value to the individual and to society--this is the real significance of recreation--of one man angling for fish and another lying under a tree? How do you compare the value of the sight of a well filled bathing suit and a mountain peak; although both may be a thing of beauty to the viewer? How do you compare the value of a picnic shelter and a wilderness trail?[248]

Harvie finished his address with the brave assertion that park administrators in Alberta did not wish to follow the example and pattern of other provinces and states, but "to be a leader in the field of Provincial Parks."[249]

By 1964 the main business of the parks administrator may still have been the provision of picnic tables and shelters and the clearing of underbrush, but the management

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[246]E.P. Shaver to H.G. Jensen, Deputy Minister, Department of Lands and Forests. May 25, 1961.
[247]Ibid.
[248]Harvie, C.H. 1959. *Potential areas available for parks.* Proceedings of the Land, Forest, and Wildlife Resources Conference. Edmonton. January 22-23.
[249]Ibid.

of the park resource was increasingly regarded as an integral part of a complex recreation delivery system, offered by an increasingly professional staff. The Parks Board, still comprised of individuals whose first commitment was to another area of government, was increasingly less able to deal with this management task, while the Provincial Park mandate was proving very limited in relation to the growing importance of outdoor recreation within the Province. The steps which were taken in an attempt to remedy this situation constituted the beginning of another phase in the development of Alberta's provincial parks.

## VI. Organizational Development, 1964-1973

The increasing importance of the parks resource was reflected in the upgrading of the Parks Branch to a Provincial Park Division within the Department of Lands and Forests in 1964.[250] While the number of units contained in the parks system continued to grow, as did the number of visitors to the parks,[251] the expansion of the parks administrative organization is identified as the most critical aspect of this phase of park development. Organizational growth was important not only in absolute terms, but in terms of the increased variety and complexity of management services which this growth entailed.

### A. The Provincial Parks Act, 1964

The Provincial Parks Act of 1964 represented a legislative reaction to the increased significance of the parks resource both within the Department of Lands and Forests and the province as a whole. The Act made several significant alterations to the administration of the parks. The position of Provincial Parks Commissioner was abolished, and the incumbent, E.P. Shaver, was appointed the first Director of Parks. With the creation of this position, the Parks Board, while not officially dismantled, became purely an advisory body and essentially redundant.[252] For the first

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[250]Government of Alberta. 1965. Department of Lands and Forests. Annual Report. p. 79.
[251]Government of Alberta. 1964-1974. Department of Lands and Forests. Annual Reports.
[252]Personal communication with C.H. Harvie. December 20, 1986.

time the parks administration was headed by one individual, the Director of Parks, who was exclusively concerned with the management of provincial parks. The legislation broadened the mandate of the Parks Division, and made park administrators officially responsible for the management of historic sites, natural areas, and wilderness areas.[253] The Act also allowed for the acquisition of land for park purposes through purchase and expropriation,[254] which had been permitted by the original parks legislation in 1930 but curtailed by the 1951 Parks Act. The Director of Parks was given the authority to approve financial aid to Municipal Districts or Counties or to the Minister of Municipal Affairs "for the purpose of developing and improving picnic grounds, camp grounds, and other recreational facilities."[255]

The Act served to enlarge the scope and responsibilities of the provincial parks administration, and gave the Parks Director a leading role in terms of the development of recreational land areas in the province. At least in theory, the Director and the parks administration assumed control of the management of provincial parks, historic sites, wilderness areas, and natural areas, while the Director could exert some control over the development of municipal and local recreation areas through authorization of grants for such facilities.

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[253]Alberta *Gazette*. 1964. Chapter 71. Section 8.
[254]Ibid.
[255]Ibid. Section 10.

B. Park expansion

As during the previous phase of park development, expansion of the park system continued between 1964 and 1973. Twelve new provincial parks were established, Jarvis Bay and Tillebrook in 1965, Lesser Slave Lake (1966), Moose Lake and Pigeon Lake (1967), Gregoire Lake and Chain Lakes (1969), Police Outpost, Hasse Lake and Dry Island-Buffalo Jump (1970), Calling Lake and Youngs Point (1971).[256] In addition, many of the existing parks were enlarged during this period.[257] Five new historic sites were created, bringing the total number to 26 by 1973.[258] In 1967 a third wilderness area, the Ghost River Wilderness area, comprising approximately 59 square miles, was established under the Provincial Parks Act.[259]

The following year, 1968, saw the termination of the Municipal Aid Grant Development Program which had been introduced in 1964 to assist in the development of rural parks in Improvement Districts, Municipal Districts, and Counties, and had been administered by the Provincial Parks Division. Over the course of the program almost $360,000 had been expended to assist development at 217 sites.[260] Also in 1968, "the growing concern for preservation and conservation resulted in the setting aside of three new natural area

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[256]Government of Alberta. 1964-1974. Department of Lands and Forests. Annual Reports.
[257]Ibid.
[258]Ibid.
[259]Government of Alberta. 1968. Department of Lands and Forests. Annual Report. p. 107.
[260]Ibid. p. 109.

parks."[261] These three natural areas were Foothills, comprising 160 acres, Kootenay Plains, thirteen square miles, and Parkland, which contained just under 160 acres.[262] Two additional natural areas were established in 1970, Brown-Lowery, a 640 acre area near Millarville, and Red Rock Coulee, 801 acres in the vicinity of Bow Island.[263] A sixth area, the Plateau Mountain Natural Area containing 320 acres, was set aside the following year.[264] This type of park area had been included in the 1964 Parks Act, and was later defined as a tract of land having an ecological association or outstanding scenic quality. The purpose of the Natural Area was "to preserve the area or feature in the natural state for viewing and interpretation in an appropriate manner."[265]

Public use of the park facilities also continued to increase. In the fiscal year 1966-67, park attendance exceeded the three million day-use patronage figure for the first time, and in 1970-71 over five million visitations to the parks were recorded.[266] Adverse weather conditions the following two years affected the extent of day-use visitation to the parks, while the number of campers

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[261]Government of Alberta. 1969. Department of Lands and Forests. Annual Report. p. 102.
[262]Ibid.
[263]Government of Alberta. 1971. Department of Lands and Forests. Annual Report.
[264]Government of Alberta. 1972. Department of Lands and Forests. Annual Report.
[265]Government of Alberta. 1967. Sessional paper No. 100. Provincial Park Policy Statement.
[266]Government of Alberta. 1971. Department of Lands and Forests. Annual Report.

remained constant. Total visitations hovered around the 4 1/2 million mark from 1971 to 1973.[267] By 1970, trailers constituted 59% of the total types of camping facility being used by the public in the provincial parks.[268]

The total budget for provincial parks similarly showed a substantial growth, from just over $1 million in 1964-65 to just under $3 million in 1972-73.[269] In terms of staff, an additional eleven park wardens were appointed in 1964, bringing the total number of park employees to 44. By 1973 this figure had more than tripled and 158 parks staff were responsible for the management of fifty-one provincial parks.[270] While this growth in personnel was important, more significant were the types and range of services which this burgeoning bureaucracy was providing. Park "management" was no longer simply a matter of placing picnic tables and washrooms in well-kept, scenic areas; rather, it was becoming a sophisticated process utilizing trained and specialized staff members. Park planning became an integral part of this process during this phase of development.

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[267]Government of Alberta. 1972-1974. Department of Lands and Forests. Annual Reports.
[268]Government of Alberta. 1971. Department of Lands and Forests. Annual Report.
[269]Government of Alberta. 1964-1974. Department of Lands and Forests. Annual Reports.
[270]Ibid.

Cypress Hills Provincial Park 1966. (top)
Cypress Hills Provincial Park 1970. (bottom)

C. The Provincial Park Policy Statement, 1967

Indicative of the increased status of the parks resource within Government was the Provincial Park Policy Statement which was prepared by the parks administration and tabled in the Provincial Legislature in March, 1967.[271] With the upgrading of the Parks Branch to a Division in 1964 and the proliferation of various types of recreational land base, it was felt, both at the political and bureaucratic levels, that there was a need for a clearer and more comprehensive policy regarding the management of park areas.[272] While the 1964 Parks Act had redefined the roles of park administrators and broadened the parks mandate, it had not addressed the purpose of parks and park-related areas nor stipulated a policy for their development. Technically, every park was to be used for "the pleasure . . . of the inhabitants of the Province . . . for conservation of (wild) life . . . and the preservation of geological, ethnological, historical, or other scientific interest,"[273] as stated in the Parks Act of 1951. As a management policy statement for the provincial parks administrator in the mid-1960's, this was both outmoded and lacking specificity. Parks, it was perceived by senior administrators in the Division, should be "more than just

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[271]Harvie, C.H. 1969. *The provincial parks of Alberta*, in J.G. Nelson and R.C. Scace eds. *The Canadian national parks: Today and tomorrow*. Calgary: University of Calgary Press. p. 463.

[272]Personal communication with C.H. Harvie. December 20, 1986.

[273]Statutes of Alberta. 1951. Chapter 64. Section 8.

recreation areas."[274]

Using the Federal legislation pertaining to National Parks as a model,[275] the Parks Division prepared an extensive document outlining a parks policy which included a general policy statement, the responsibilities of the parks administration, a classification of park types and their purposes, and statements regarding the recommended uses of provincial parks. The Policy Statement noted that:

> The fundamental and important obligation in the administration of parks is to preserve from impairment all significant objects and features of nature in the park while providing the opportunities for enjoyment of the park and its natural recreational activities and developments in perpetuity.[276]

The responsibilities of the Division were identified as being fourfold. Firstly, to establish the needs of the population, present and future, for park recreational activities; second, to assess the recreational resource potential of locations; third, to recommend reservations or acquisitions of suitable park land; and, lastly, to establish, develop, and manage parks to meet the needs of the population while ensuring that the impairment of physical features does not destroy those features for future generations.[277]

Various categories of park, i.e., provincial park, recreational area, historical site, natural area, wilderness

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[274]Personal communication with C.H. Harvie. December 20, 1986.
[275]Ibid.
[276]Provincial Parks Policy Statement. 1967. p. 1.
[277]Ibid. pp. 1-2.

area, and roadsite campsite were defined, and their purposes stated.[278] Scientific research for park purposes, e.g., the management of the flora and fauna of the parks, was identified as an important part of park operations, as was "educating the public in the purposes of parks and how to use, grow, and enjoy them."[279] This latter goal was to be facilitated by the use of interpretive services and qualified naturalists.

The Policy Statement concluded by listing certain restrictions on recreation within the provincial parks. Specifically, "artificial or urban type recreational developments"[280] were not permitted if their presence was not in harmony with park purposes, impaired natural or scenic values, or lessened the opportunity for others to enjoy the park. Specialized recreational activities for a minority of visitors were to be judged on the basis of the impairment of the wider park values, while artificial recreations in individual parks were not to be introduced in order to attract visitors to the park. The policy stated that:

> Only the wholesome outdoor types of recreation which are compatible with the natural atmosphere will be permitted . . . . The main function of a park should be to provide a diversity of healthful enjoyment to meet the widely varied needs and desires of a family group who have come to the park primarily to enjoy nature and the outdoors.[281]

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[278] Ibid. pp. 2-3.
[279] Ibid. p. 15.
[280] Ibid.
[281] Ibid. p. 16.

Despite some political opposition to the policy on the grounds that it was too idealistic, it was accepted verbatim by the Minister of Lands and Forests, Mr. H.A. Ruste.[282] The Policy Statement indicated that park administrators had become more conscious of the various values of the park resource, conservation, nature interpretation and appreciation, etc., rather than simply providing an attractive location for recreational activities such as swimming, picnicking, and boating. Park management was identified as a complex process involving park classification, the evaluation of recreational resource potential, the establishment of future recreational needs, park user education, and park planning based on scientific and ecological precepts. While the effectiveness of the Policy Statement was debatable, the document was significant in that it represented the first official policy related to the development of provincial parks in Alberta since their inception in 1932.

D. Planning for parks

The administration of the provincial parks in the period following the declaration of the Policy Statement was characterized by attempts to implement the tenets of the new policy. One indication of this was the type of personnel which was hired by the Division. Prior to the mid-1960's, the parks staff was comprised of caretakers, tradesmen,

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[282]Personal communication with C.H. Harvie. December 20. 1986.

wardens, supervisors, etc. who had little park-specific expertise. A major reason for this was the lack of park-related training programs, not only in Alberta but throughout Canada as a whole.[283]

In 1966 the Division hired its own civil engineer.[284] Previously, the parks administration had been dependent on engineers from the Department of Public Works to design and carry out construction in the provincial parks. While this had proved expedient for economic reasons, aesthetic values were rarely promoted through this practice.[285] With the appointment of the Division's own engineer, functional designs were no longer the predominant concern in the planning of individual parks, and amenities such as roads and picnic shelters were constructed in such manner that scenic and environmental values were emphasized.[286]

The following year, 1967, was especially significant in regard to the movement toward a more sophisticated, aesthetically oriented system of park planning. In that year the Division added two park planners (bringing the total to four), a geographer, and a landscape architect to its staff, and during the summer the Parks Planning Section commenced work on a Master Planning project. This project utilized the services of four geography students, two drafting students,

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[283]Ibid.
[284]Government of Alberta. 1966. Department of Lands and Forests. Annual Report.
[285]Personal communication with C.H. Harvie. December 20, 1986.
[286]Ibid.

and eleven landscape architect students.[287] The landscape architect students were attracted from universities in the United States as no programs offering this type of training were being offered by Canadian institutions.[288] The Master Plans which were drawn up through this project formed "the basis for development of new parks and re-development of operating parks."[289] This project represented "the real start of planning for parks,"[290] with specific programs established for the development of individual parks.

Further diversification of services took place in 1968-69 with the hiring of a museum display artist, and the production of a detailed guide book outlining the facilities and attractions at each of the provincial parks and a comprehensive brochure which gave information covering all aspects of the early and recent history of the Cypress Hills parks, its geography, geology, flora and fauna, and the fossils and relics contained within the park. This brochure was the prototype for future brochures dealing with other parks in the system.[291]

In 1970 the first preliminary Natural History Inventory of the provincial parks was begun, and detailed ecological

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[287]Government of Alberta. 1968. Department of Lands and Forests. Annual Report.
[288]Personal communication with C.H. Harvie. December 20, 1986.
[289]Government of Alberta. 1968. Department of Lands and Forests. Annual Report. p. 109.
[290]Personal communication with C.H. Harvie. December 20, 1986.
[291]Government of Alberta. 1969. Department of Lands and Forests. Annual Report.

studies were carried out in Dinosaur, Cypress Hills, and Writing-on-Stone Provincial Parks during the following year. These studies sought to combine the principles of ecological interrelationships with a detailed natural history inventory. Included in the studies were maps of the various biotic communities and physiographic zones contained in the parks. The reports were designed:

> to provide an awareness of ecologically unique areas, demanding total preservation, as well as those areas where a high susceptibility to human use presents certain development constraints. In addition to this, reports indicate which areas are suitable for development purposes. The projects should provide the backbone of future development programs and further research to develop a better understanding of the carrying capacity for these parks.[292]

Also in 1971 a Trail Program was initiated, which resulted in the construction of nature trails in Miquelon Lake and Cypress Hills parks that year and in a further five parks the following year. These trails incorporated the interesting features of local natural history and were designed for interpretive use.[293] An archeological inventory was commenced in 1971, and reports on nine provincial parks were prepared that year, while in 1972 similar inventories were undertaken in nineteen parks, with information related to local biota, landform, climate, soils, and human impact collected.[294] The primary aim of the ecological and archeological survey programs was:

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[292]Government of Alberta. 1972. Department of Lands and Forests. Annual Report. p. 84.
[293]Ibid.
[294]Ibid.

> to assess the ecological resources of Provincial Parks for development constraints and to identify and evaluate existing historical and pre-historical sites both for preservation and educational purposes.[295]

In addition to the planning and inventory studies carried out by the Division's own staff, a number of various studies were conducted on behalf of the Division by private consulting companies funded by the Department of Public Works. During 1972-73, for example, resource inventory and analysis was carried out at five parks, Cypress Hills, Dinosaur, Entrance, Writing-on-Stone, and Lesser Slave Lake; Master Plan studies were prepared for Aspen Beach, Dilberry Lake, and Kinbrook Island; and private engineering and consulting firms undertook the planning, designing, and preparation of working drawings for the development of fully serviced additional camping areas in four parks.[296] The Supervisor of Parks Planning, C.H. Harvie, estimated that over $2 million was paid to private firms for contracts related to provincial park development in the early 1970's.[297] More comprehensive programs carried out with other government agencies, the Canada Land Inventory of outdoor recreation areas and an Alberta recreation resource assessment, also provided the Division's Planning section with valuable informatiton on which to base a more rational planning approach to park development.

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[295]Government of Alberta. 1974. Department of Lands and Forests. Annual Report. p. 94.
[296]Ibid.
[297]Personal communication with C.H. Harvie. December 20, 1986.

An attempt was also made by the Parks planning staff to establish a classification system for provincial parks. This classification was based on the model which had been developed at the Federal-Provincial Parks Conference of 1968. Using this model, seven different classes of park areas were identified, each sub-divided into three park types. A comprehensive "Classification of Alberta Provincial Parks" was prepared in 1971 (Appendix C).

It should be noted that the effect of this new sophisticated approach to park planning and park services had more impact at the individual park level than in terms of an overall strategy for park development. During this phase of development, park planners were still acting reactively, responding to what could be termed a "brush-fire situation."[298] Throughout the 1960's and early 1970's the parks administration was always faced with the problem of having to stretch a limited budget over an increasing number of park areas.[299] The Parks budget was never sufficient to maintain and upgrade the existing parks, develop the newly established parks, and prepare plans for additional parks which may have been justified on scientific and ecological grounds.[300] The Annual Reports of the Department of Lands

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[298]Ibid.
[299]Ibid. and personal communication with Mr. T.A. Drinkwater, Member, Provincial Parks Board, 1963-71; Director of Provincial Parks, 1971-75; Deputy-Minister, Department of Recreation, Parks and Wildlife, 1975-79; Deputy-Minister, Department of Recreation and Parks, 1979-81. January 13, 1987.
[300]Personal communication with Mr. T.A. Drinkwater. January 13, 1987.

Picnic shelter at Pigeon Lake Provincial Park 1972.

and Forests for the years 1965 to 1973 indicate that at any one time approximately six areas which had been established as parks were "under development" or "undeveloped" during this period. The planners within the Division had neither the funds nor the time to devote to the preparation of a rational, systematic strategy for the development of provincial parks. The Parks Planning Supervisor during these years, Mr. Charles Harvie, noted that:

> we very seldom established a new park on its own without some kind of initiative coming in from the outside . . . our budgetary restraints were such that we didn't feel we could do justice to a new park.[301]

Despite the various resource inventories and the Master Plan Program, parks planners perceived themselves in a "catch up" situation; too many parks to be maintained, upgraded, and developed, and insufficient funds to accomplish these tasks.

## E. Centralization

In terms of organizational structure, the parks administration, in common with other Provincial Government agencies, became very centralized during this period. Excepting the thirty park officers whose functions were specific to individual parks, one park manager (at Cypress Hills), and five park supervisors who were located in strategic locations through the province, the remainder of the Division's personnel, over 80% of the total staff, were

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[301]Personal communication witht Mr. C.H. Harvie. December 20, 1986.

situated in Edmonton.[302]

Of the three sub-divisions within the organization, Administration, Planning, and Management, the latter employed by far the largest number of the parks personnel, approximately 75% by 1973. This included the Park Supervisors, Wardens, tradesmen, and maintenance workers, as well as an administrative section which looked after public relations, statistics, inquiries, etc. The planning component carried out duties related to research, enginneering, landscape architecture, natural history, horticulture, surveying, and drafting, while the administrative function included budgeting, land acquisition, and leases and permits.[303]

## F. The Wilderness Areas Act, 1971

Pressure from conservationists, commercial hunting interests, and officials within the Department of Lands and Forests resulted in legislation which sought to clarify the legal status of Wilderness Areas, the Wilderness Areas Act of 1971.[304] In the preamble to the Act it was noted that:

> Whereas it is in the public interest that certain areas of Alberta be protected and managed for the purpose of preserving their natural beauty and primeval character and influence and safeguarding

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[302]Personal communication with Mr. J. Acton, Senior parks administrator, 1958-83, and Mr. G. Strudwick, Equipment and Materials Section Head, Operations and Maintenance Division, Department of Recreation and Parks. Parks administrator, 1962-87. November, 1985.

[303]Ibid.

[304]Personal communication with Mr. C.H. Harvie. December 20, 1986.

> them from impairment and industrial development and from occupation by man other than as a visitor; and
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> Whereas to carry out these purposes it is desireable to establish and maintain certain areas for the benefit and enjoyment of the present and future generations.[305]

While the 1964 Parks Act had nominally placed the administration of Wilderness Areas with the Director of Parks, in practice they had continued to be managed by the Forestry Division as "Parks did not have people qualified to deal with Wilderness Areas."[306] The Wilderness Areas Act called for the establishment of an Advisory Committee on Wilderness Areas which would undertake many of the administrative functions related to the management of these areas and would liase directly with the Minister of Lands and Forests.[307] No mention was made of the Director of Parks nor the Parks Act of 1964 in the Wilderness Areas Act, and the intent of the Act seemed to be to remove the responsibility for the management of these areas from the Parks Division. An Amendment to the Act two years later, in 1973, drastically reduced the size of the White Goat Wilderness Area without any input from the Parks administration.[308] Similarly, with respect to the Natural Areas, although the Division had a great deal of influence in the selection of these areas, it had very little to do

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[305]Statutes of Alberta. 1971. Chapter 114. Preamble.
[306]Personal communication with C.H. Harvie. December 20, 1986.
[307]Statutes of Alberta. 1971. Chapter 114. Section 2.
[308]Personal communication with Mr. T. Drinkwater. November 19, 1986.

with the actual management of them.[309]

G. Summary

The late 1960's and early 1970's were, in many ways, halycon years for park development in Canada. The increasing importance of parks as a recreational resource was reflected in the Liberal Government's policy of improving the nation's National Park system. Cooperation and information exchange between the various park administrations were facilitated by the Federal-Provincial Parks Conferences which were initiated in the early 1960's. The upgrading of the Parks Branch to a Division in 1964 indicated that there was a political awareness of the growing status of Parks within Alberta. Further evidence of this was provided by the Provincial Government's acceptance of the 1967 Parks Policy Statement which had been drawn up by senior Park bureaucrats.[310]

Acceptance of the policy was one thing; effective implementation another. To an extent, the 1967 Policy Statement introduced a new era in park management. The Division developed sophisticated technical and planning departments staffed by competent and well-trained professionals.[311] A large number of Park Master Plans were completed, as were extensive resource inventories which park

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[309]Personal communication with Mr. C. Harvie. December 20, 1986.
[310]Ibid.
[311]Ibid.

planners hoped would assist in the assessment of a carrying capacity for the parks system. Aesthetic and scenic considerations figured more prominently in park planning, and the concept of "park values" as opposed to the values of the park user gained support among planners.[312] The groundwork was laid for the implementation of improved park services which emphasized conservation, nature interpretation, and the education of the public regarding the multiple benefits of the parks resource. All these constituted significant improvements in the management and operation of the provincial park system.

However, the value system which the new policy represented contrasted with another philosophy of park use which was prevalent among many politicians and, indeed, among park managers and wardens.[313] This opposing line of thought, which can be summarized as "bigness is greatness,"[314] maintained that the more visitors to the greater number of parks, the better the park system. Neither the quality of the facility nor the quality of the recreational experience rated highly in this equation. Nevertheless, the number of visitations to provincial parks remained the most significant barometer of park development throughout this period, as exemplified by the Parks Division's Annual Reports, in which the number of users took pride of place. Nor were park administrators able to achieve

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[312] Ibid.
[313] Ibid.
[314] Ibid.

the coordination of the management of recreational land areas in a single agency, the Parks Division, which seemed to be the intent of the 1967 Policy Statement. In fact, the Wilderness Areas Act and the later Amendment to it appeared to signify a step backward from this practical goal.

The fact that senior administrators in the Parks Division were successful in promoting the Policy Statement to such an extent can be attributed, primarily, to the support which they received at the political level from the Ministers of Lands and Forests who held the position between 1965 and 1973. The three Ministers who presided over the Department during this period were generally sympathetic to the new plans and philosophies of the parks administration.[315]

Despite the new planning methods and the improved park services which had resulted from the implementation of the Policy Statement, two decades of rapid, essentially reactive development, and the lack of a comprehensive and systematic planning strategy had left several major flaws in the provincial park system. In assessing the Parks Division in the early 1970's, the newly-elected Conservative Government identified a number of these problem areas. Their recommendations for the improvement of the system, contained in Position Paper Number 13, issued in May, 1973, signalled the beginning of another phase of provincial park development.

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[315]Ibid. and personal communication with Mr. T. Drinkwater. November 19, 1986.

In terms of parks personnel, the early 1970's also saw the retirement of two individuals whose careers had spanned three decades and who had played leading roles in the evolution of provincial parks in Alberta. In 1971 Mr. E.P. Shaver, appointed first Commissioner of Parks in 1957 and later, in 1964, first Director of Parks, was replaced in this latter position by Mr. T.A. Drinkwater. Two years later, in 1973, Mr. Charles Harvie retired from his position as Parks Planning Supervisor. Mr. Harvie was the first individual to be hired with the specific responsibility for provincial parks when he was appointed Superintendent of Provincial Parks in 1951. For all practical purposes he was the parks "administration" for the greater part of the 1950's and he was personally responsible for choosing the location, and designing and overseeing the construction of many of the parks which comprise the present system. He was appointed Provincial Parks Planner in 1963 and played a leading role in the development of the 1967 Policy Statement. He was responsible for the initiation of the Master Plan Program in 1967, in which year, with the hiring of three more planners, he was promoted to Parks Planning Supervisor.[316] His contribution to the development of provincial parks in Alberta was considerable, and his long and dedicated career is certainly worthy of note.[317] It was unfortunate that his retirement from public service,

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[316]Personal communication with Mr. C. Harvie. December 20, 1986.

[317]Personal communication with Mr. T. Drinkwater. November 19, 1986.

First Basic Parks Course for Parks Staff (1971), Hinton Training School
Mr. T.A. Drinkwater (front row, centre), Mr. C.H. Harvie, (front row, right).

after over two decades of "trying to manage the provincial parks on shoestring budgets"[318] should coincide with the commencement of a period of unparalleled financial commitment to park development by the Provincial Government.

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[318]Personal communication with Mr. C. Harvie. December 20, 1986.

## VII. New Directions for Provincial Parks, 1973-1984

In terms of provincial park development, the period 1973-1984 was characterized by growth, innovation, and an almost continuous process of administrative reorganization. Due to the economic conditions which prevailed in Alberta during the 1970's, political support for park development was probably stronger than at any time since 1930. This support manifested itself in several ways, most notably a financial committment to park development on the part of the Provincial Government. A great deal of this monetary support was invested in the creation of two new types of park area, the urban park and the multi-recreational area of Kananaskis Provincial Park.

Increased financial support was accompanied by increased administrative complexity. From 1973 onwards, Divisional and Departmental reorganization and restructuring was the rule rather than the exception for the Parks administration. There was little evidence to suggest that this process had run its course by the end of this phase of development.

### A. Parks policy

The election of the new Conservative government in 1971 precipitated several significant changes with regard to provincial park policy. In May, 1973, dismissing the existing (1967) policy as "an inadequate and incomplete

statement of Parks policy,"[319] the Provincial Government issued a Parks Policy Statement. Characteristic of the new Government's park initiatives, Position Paper No. 13 was a political document handed down by the Minister, with no input from parks officials.[320] The policy statement included an evaluation of the current state of the provincial park system:

> The Government's assessment is that the present Provincial Parks system in Alberta is inadequate. More park space is needed. Many existing Provincial Parks are badly in need of upgrading; some areas had been declared as Provincial Parks without advance physical or financial planning. There are serious resource development conflicts in certain Provincial Parks. The most serious Provincial Park system defect is location; Albertans in metropolitan centers are seriously disadvantaged in their opportunities to enjoy our Parks. The problem is especially acute for disadvantaged Albertans and for senior citizens.(p. 2)

Nothing in this assessment was particularly surprising to the parks administrators, who had identified these flaws in the park system for well over a decade.[321]

In order to alleviate the parks situation, the Government set out a seven-point statement of parks policy.

1. The parks system was to be expanded. The Government's financial committment to provincial parks was to triple over three years, which would provide new parks, upgrade the existing parks, and develop those which

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[319]Government of Alberta. 1973. Department of Lands and Forests. Position Paper No. 13. Provincial Parks Policy for Alberta. p. 2.

[320]Personal communication with Mr. T. Drinkwater. November 17, 1986.

[321]Personal communication with Mr. C. Harvie. December 20, 1986.

were presently undeveloped.

2. Parks were to be developed according to ecological characteristics and should preserve the natural setting in perpetuity. While there was to be an emphasis on outdoor recreation, the parks were to be protected from mechanized use and intensive developments, e.g., townsites, swimming pools, private cottage development, etc.

3. Parks were to be made more accessible. More provincial parks were to be located in and around the major population centres. It was also noted that public involvement in the planning process was to be encouraged.

4. It was recognized that there were resource development conflicts within the provincial parks. The resolution of these conflicts was listed as a priority, and further resource development was to be precluded or strictly supervised as required.

5. The private sector was encouraged to develop the recreation market to complement provincial parks, e.g., by establishing campground facilities. Private consultants were to be used in the park planning process.

6. The need to establish larger provincial parks was identified. These large parks should be zoned in order to meet the recreational requirements of more people.

7. Lastly, the need for an integrated planning system

related to the development of recreational land bases was identified. Specifically, the Government suggested that a coordinated policy for national and municipal parks, forest reserves, and public land management, and historical, cultural, and wilderness values was essential.[322]

The attempts which were made to implement these strategies, and more effort and finances were expended on some than on others, characterized provincial park development for the decade which followed.

B. Organizational change

As was noted in the previous chapter, by 1973 over 75% of the parks personnel was employed in the Management Section of the Parks Division, which was predominantly based in Edmonton. When the decision was made in that year to decentralize the Management Section, it constituted a major alteration to the structure of the parks organization.[323]

The decision to decentralize can be attributed to two factors, one internal to the organization and the other external to it. Senior administrators within the Parks Division had come to the conclusion that the organizational structure of the Division had become inefficient and too inflexible to meet the increasing demands which were being placed upon the parks system by the growth in

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[322]Position Paper No. 13.
[323]Personal communication with Mr. J. Acton and Mr. G. Strudwick. November, 1985.

visitations.[324] More significantly, perhaps, a push toward decentralization was also present in the political environment. The Progressive Conservative Government which had replaced Social Credit in 1971 was anxious to dismantle what it regarded as monolithic government agencies based in Edmonton. This, in fact, had been one of the planks in the Party's successful election campaign.[325]

As a result of these two pressures, in 1974, the Management Section, renamed Operations and Construction, was sub-divided into four regional units. Four Regional Managers, located at Lac la Biche, Rimbey, Vulcan, and Valleyview, were appointed. The Regional Managers were responsible for, on average, 13-15 parks, two District Superintendents, and the supervision of full administrative and maintenance components within their regions.[326] The Planning Section within the Division remained centrally located, but was subdivided into specialized planning areas e.g., design, systems, and long range planning; education, and interpretation; and a research, inventory, and analysis section.[327] The Administration Section of the Division was dismantled, and administrative duties became specific to either the Operations or the Planning Section.[328] These changes are illustrated by the 1974 organization chart for

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[324]Ibid.
[325]Personal communication with Mr. T. Drinkwater. November 17, 1986.
[326]Government of Alberta. 1975. Department of Lands and Forests. Annual Report.
[327]Ibid.
[328]Personal communication with Mr. J. Acton and Mr. G. Strudwick. November, 1985.

the Division (Figure 7).

In 1975, following the re-election of the Conservative Government with an overwhelming majority, there was "a complete re-organization of Cabinet Ministers and, in some cases, amalgamation of various government departments."[329] The Provincial Parks Division was one of the government agencies most directly affected by the reorganization and, together with the Fish and Wildlife Division, was withdrawn from the Department of Lands and Forests and amalgamated with the Recreation Division of the former Culture, Youth, and Recreation Department to form the new Department of Recreation, Parks, and Wildlife.[330] The position of Parks Director was abolished, and Mr. T.A. Drinkwater, who had previously held this position, was appointed Deputy Minister of the Department of Recreation, Parks, and Wildlife.[331] (See Figure 8).

In 1978 further regionalization took place within the Operations and Construction component of the Parks Division. A fifth region, Kananaskis, was created, with a Regional Manager stationed in Canmore.[332] Another major reorganization of the Department occurred the following year, with the transfer of the Fish and Wildlife Division to the Department of Energy and Natural Resources. It was felt

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[329]Government of Alberta. 1975. Department of Lands and Forests. Annual Report. p. 86.
[330]Ibid.
[331]Personal communication with Mr. T.A. Drinkwater. November 17, 1986.
[332]Government of Alberta. 1979. Department of Recreation, Parks, and Wildlife. Annual Report.

Figure 7 has been removed due to the poor quality of reproduction of the original copy.

Figure 8 has been removed due to the poor quality of reproduction of the original copy.

by senior administrators that the Fish and Wildlife Division was "totally out of place in the Department,"[333] and would be more appropriately situated in the government agency which dealt predominantly with land management.[334]

Subsequent to the transfer of the Fish and Wildlife Division, in late 1979 the Parks Division itself underwent significant restructuring. Two of the Division's existing branches, Planning and Design, and Operations and Construction were realigned into three branches. The three new branches were Outdoor Recreation Planning, Design and Implementation, and Operations and Maintenance[335](Figure 9). A further reorganization of the Department was initiated in 1982 by the new Deputy Minister, Dr. E.B. Mitchelson, who had replaced Mr. T.A. Drinkwater during the preceding year. The Parks Division was split into two separate entities, a Design and Implementation Division, responsible for planning, design, and implementation of outdoor recreation facilities on Crown land, and the Operations and Maintenance Division, which had responsibility for the maintenance and operation of outdoor recreation facilities on Crown land[336] (Figure 10).

While the earlier alterations in the administrative structure had been primarily due to the continued growth of

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[333]Personal communication with Mr. T. Drinkwater. November 17, 1986.
[334]Ibid.
[335]Government of Alberta. 1980. Department of Recreation and Parks. Annual Report.
[336]Government of Alberta. 1983. Department of Recreation and Parks. Annual Report.

Figure 9 has been removed due to the poor quality of reproduction of the original copy.

Figure 10 has been removed due to the poor quality of reproduction of the original copy.

all aspects of the park system, area, budget, visitations, etc., this last reorganization was the result of significant changes in the Alberta economy which took place in the early 1980's. The goal of this last Departmental restructuring was cost effectiveness rather than organizational efficiency, and the process was accompanied by a comprehensive manpower review and assessment,[337] which, particularly at the lower levels of the Parks organization, led to reductions in both staff and services.

Thus the years 1973-1984 witnessed several important changes in the organization of the Parks administration. In 1973 the Parks Division had been just one among several Divisions within the Department of Lands and Forests. By 1984 the Parks organization comprised the greater part of a single Department of Recreation and Parks, and consisted of an Operations and Maintenance Division, a Design and Implementation Division, and a third Division, the Finance and Administration Division, which was responsible for the fiscal and administrative aspects of park management. The Operations and Maintenance Division, which contained the majority of the parks personnel, had become decentralized with staff located at five sites spread across the province.

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[337]Government of Alberta. 1983. Department of Recreation and Parks. Annual Report.

C. Park expansion

The first policy recommendation contained in Position Paper 13, the improvement of the parks system through park expansion and an increased financial commitment, was actively pursued by the Government. Between 1973 and 1984, ten new provincial parks were established. These were Fish Creek in 1975, Cold Lake (1976), Kananaskis (1977), Midland, Hilliard's Bay, Carseland, Strathcona Science Park, and Notikewan (1979), and Carson-Pegasus and Whitney Lakes (1982). In terms of park area, however, the new parks represented an addition of over 167,000 acres to the park system, approximately 120% of the total park area. While the vast majority of this increase was accounted for by the huge Kananaskis Provincial Park, at 124,315 acres, by far the largest provincial park, Notikewin, with 23,887 acres became the third largest park in the system, while only six other parks exceeded Hilliard's Bay in area. Generally, these new parks were larger than those in existence, offered a wider range of recreation opportunities, and their establishment more than doubled the total area contained within the park system.

With respect to an increased financial commitment, Table 3 represents the annual expenditures of the Parks Division between 1972 and 1983. These figures indicate that there was a steady increase in the allocation of funds for park development in the period after 1973. In addition to the amounts shown above, the Annual Reports record that,

Table 3

Annual Parks Division Expenditure, 1973-1983

| Year | Expenditure |
|---|---|
| 1972-73 | $2,968,409 |
| 1973-74 | 3,731,371 |
| 1974-75 | 4,728,730 |
| 1975-76 | 7,009,652 |
| 1976-77 | 12,441,030 |
| 1977-78 | 14,486,140 |
| 1978-79 | 16,984,722 |
| 1979-80 | 18,559,176 |
| 1980-81 | 23,246,412 |
| 1981-82 | 29,533,011 |
| 1982-83 | 34,520,429 |
| 1983-84 | 46,377,000 |
| 1984-85 | 40,322,000 |

Source: Government of Alberta. Department of Lands and Forests. 1973-75. Department of Recreation, Parks, and Wildlife. 1976-79. Department of Recreation and Parks. 1980-83. Annual Reports.

from 1979, a substantial sum was transferred from the Department of Public Works to the Parks Division for the purpose of park construction. This figure increased from $2.3 million in 1979 to $11.9 million in 1983, and was further evidence of the government's committment to provide financial support for park development.

D. Urban parks

Even before Position Paper 13 had been issued, the development of Alberta's first urban provincial park, Fish Creek, in Calgary, was underway.[338] As with the 1973 Policy Paper, the concept of an urban park at Fish Creek came from the political elements within government rather than the parks bureaucrats. It appears that several of the more senior members of the Conservative party were anxious to preserve the area at Fish Creek, which had long been used as a recreational area by Calgary residents and was deteriorating due to the pressures of an increasing population.[339] Fish Creek Provincial Park, an eleven mile long strip bordering Fish Creek, was officially opened in 1975.[340]

In the same year the Parks Division reached an agreement with the City of Edmonton for the joint establishment, planning, and development of an urban park to

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[338]Ibid.
[339]Personal communication with Mr. T. Drinkwater. November 17, 1986.
[340]Government of Alberta. 1976. Department of Recreation, Parks, and Wildlife. Annual Report.

be known as Capital City Park.[341] With the development of Fish Creek, the government felt that it was necessary, for political reasons, to establish an urban park in Edmonton. However, whereas Fish Creek was an enclosed, homogeneous unit, the site which was chosen for development in Edmonton, the river valley, was spread out across the city, and presented numerous problems in terms of management. For this reason, the Division was not anxious to have the area established as a Provincial Park, preferring instead to assist in the development of the site while leaving the management in the hands of the City of Edmonton.[342]

The development of the two urban parks in Calgary and Edmonton created some political "fallout," and there were demands from several of the urban centres in Alberta, e.g., Red Deer, Lloydminster, Grande Prairie, for parks within their city boundaries. Although none of these were established as provincial parks, the Parks Division assisted with the planning and administered the funding of these facilities.[343] In 1982-83 the Department of Recreation and Parks spent $420,000 in operating grants for urban parks, and almost $1.2 million in operating grants toward Capital City Park.[344] In addition, a variety of grants were made to assist cities and municipalities with the operation and development of urban park facilities.

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[341]Ibid.
[342]Personal communication with Mr. T. Drinkwater. November 17, 1986.
[343]Ibid.
[344]Government of Alberta. 1983. Department of Recreation and Parks. Annual Report.

E. Kananaskis Provincial Park

In terms of scope and of conceptual design, the development of the Kananaskis Provincial Park, situated 27 kilometres east and 50 kilometres south of Canmore, far exceeded that of any other provincial park in Alberta. The first provincial park to be established in the Rocky Mountains, Kananaskis represented a combination of several of the policy initiatives outlined in Position Paper 13.

As the addition of the park resulted in an increase of total provincial park area by just under 90%, it certainly signified substantial expansion of the system. In terms of the natural ecology, a great deal of time and money was spent to ensure that whatever developments took place within the park, the construction of roads, campgrounds, boat launches, etc., were carried out with as limited an impact on the natural environment as was possible.[345] Located just over 50 miles from Calgary, the park was extremely accessible to one of the province's major population centres. The park itself was an integral part of the larger multiple-use Kananaskis Country (Map 2). This larger area was managed by an interdepartmental committee, and although Recreation, Parks, and Wildlife and later Recreation and Parks was the leading agency within this committee, and was the Department to which funds for development were allotted each year, various other government Departments, e.g., Public Works, Tourism and Small Business, Transportation,

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[345]Personal communication with Mr. A. Landals. January 27, 1987.

This map has been removed due to the poor quality of reproduction of the original copy.

Energy and Natural Resources, Environment, and Municipal Affairs were involved in the decision-making process.[346] Thus the development of Kananaskis Country, with Kananaskis Provincial Park within this larger entity, exemplified an integrated planning approach to recreational land use planning.

As part of this approach, the area comprising the provincial park was included in "Resource Management Area 'A'" of Kananaskis Country, the bulk of which was:

> oriented to the preservation of environmentally sensitive terrain, watershed protection, the preservation of rare, fragile or representative landscapes, the maintenance of aesthetically pleasing landscapes and the protection of critical wildlife ranges.[347]

This resource management policy also stated that "dispersed extensive recreation"[348] was compatible with this intent, and allowed for intensive commercial and public recreation development within the park and along the major transportation corridors paralleling the Kananaskis and Spray Rivers.[349]

In terms of reconciling resource development and park use, the Foothills Resource Allocation Study carried out by the Department of Lands and Forests in 1972 had identified the Bow River Watershed Basin, which included the park area, as having "exceptional suitability for supplying water" (p.

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[346]Personal communication with D. Meili. Public Affairs Officer, Kananaskis Country. April 10, 1984.
[347]Government of Alberta. 1982. Department of Energy and Natural Resources. Integrated resource plan: Kananaskis Country. pp. 15-17.
[348]Ibid.
[349]Ibid.

7). In fact, facilities for the production of hydro-electric power had been present in the region since the 1930's.[350] Similarly, the Policy for Resource Management of the Eastern Slopes[351] reiterated the importance of watershed management in this area. The development of the recreation resource in Kananaskis Provincial Park complemented the existing resource usage of watershed management, and it seems probable that this was an important consideration in the selection of the park's location.

As in the cases of Position Paper 13 and the urban park concept, the impetus for the development of a large recreational area such as Kananaskis Provincial Park came not from within the park's administration but directly from the politicians.[352] While much of the conceptual design of Kananaskis resulted from interaction between the Cabinet and park planners,[353] political support for the creation of the park and the Kananaskis Country entity was an essential prerequisite for the planning and construction of the park.

The large financial outlay which was invested in the Kananaskis project indicated the government's commitment to recreational development in the area. In 1982 the Minister for Recreation and Parks suggested that the cost for the creation of Kananaskis Country would total approximately

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[350]Oltmann, C.R. 1976. *Valley of rumours--the Kananaskis*. Seebe, Alberta: Ribbon Creek Publishing Company.
[351]Government of Alberta. 1977. Department of Energy and Natural Resources.
[352]Personal communication with Mr. T. Drinkwater. November 17, 1986.
[353]Personal communication with Mr. A. Landals. Associate Director of Parks Planning, 1973-83. January 27, 1987.

Kananaskis Provincial Park 1981.

$250 million.[354] A large percentage of this money was transferred from the Heritage Savings Trust Fund.[355] Kananaskis Provincial Park, the "jewel in the crown" of Kananaskis Country, was the beneficiary of a major part of this funding. Four campgrounds, several picnic areas, a network of hiking, cycling, and cross-country ski trails, a visitor information centre, and an accommodation/activity complex, William Watson Lodge, designed and constructed primarily for the use of physically or otherwise disadvantaged individuals, senior citizens and their families or friends, were all developed within the park. Kananaskis became not only the biggest but also the "best," in terms of the variety of facilities and of outdoor recreational opportunities, provincial park in the Alberta system, and, indeed, one of the preeminent park developments in North America.[356]

F. Gains and losses

Two new types of park area, the Ecological Reserve and the Recreation Area, were created and placed under the jurisdiction of the Department of Recreation and Parks during this period of park development. The responsibility for Historical Sites, which had been administered by the Parks Division for almost two decades, was transferred to

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[354] *Edmonton Journal*. August 17, 1982.
[355] Province of Alberta. 1976-85. Alberta Heritage Trust Fund. Annual Reports.
[356] Personal communication with Mr. A. Landals. January 27, 1987.

another government agency, Alberta Culture.

The designation "Ecological Reserve" was introduced in 1981 following the enactment of the Wilderness Areas, Ecological Reserves, and Natural Areas Act, which was an Amendment to the existing Wilderness Areas Act. The impetus toward the creation of this type of park area came from a variety of sources.[357] Within the various government departments responsible for Alberta's land base, e.g., Recreation and Parks, Energy and Natural Resources, there was some sympathy toward the safeguarding of certain unique ecological areas within the province. This feeling was actively endorsed by several conservation-oriented pressure groups, e.g., the Alberta Wilderness Association, academic groups, naturalist groups, etc. Also, the need for a more comprehensive piece of legislation regulating "protected" areas, which were covered by a number of existing Acts, was perceived by senior civil servants.[358] Thus, the combination of "in house" government concern and limited external public pressure for the protection of more land areas in Alberta resulted in the passing of the 1981 Act and the initiation of the ecological reserve category.

The Act determined that Ecological Reserves could be established on any area of public land that was suitable for scientific research associated with the study of natural ecosystems or provided a representative sample of an Alberta

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[357]Personal communication with Mr. T. Drinkwater. January 13, 1987, and with Mr. A. Landals. January 27, 1987.
[358]Ibid.

ecosystem; or contained rare or endangered plants or animals, or rare and unique examples of natural biological or physical features.[359] The Minister of Recreation and Parks was given the responsibility for Ecological Reserves, while the Associate Minister of Public Lands and Wildlife assumed authority for the management of Natural Areas.[360] Although the legislation for the establishment of ecological areas was in place, and several potential sites were considered, no such areas had been designated by 1983-84.

Later in 1981 a new category of park, the Recreation Area, was added to the Department's responsibilities.[361] In fact, many of the new Recreation Areas were old highway campsites, transferred to the Department of Recreation and Parks from the Department of Transportation, under a new guise. Six Provincial Recreation Areas were created through Regulation in 1981-82,[362] while an additional 52 were established the following year[363](Map 3).

Prior to the transfer of these areas, basically small roadside campgrounds, they had been managed by the Department of Transportation from the highway maintenance budget. However, many of these areas, due to their location, e.g., close to good fishing areas, major stopover points, had become so well-used that their operational costs had

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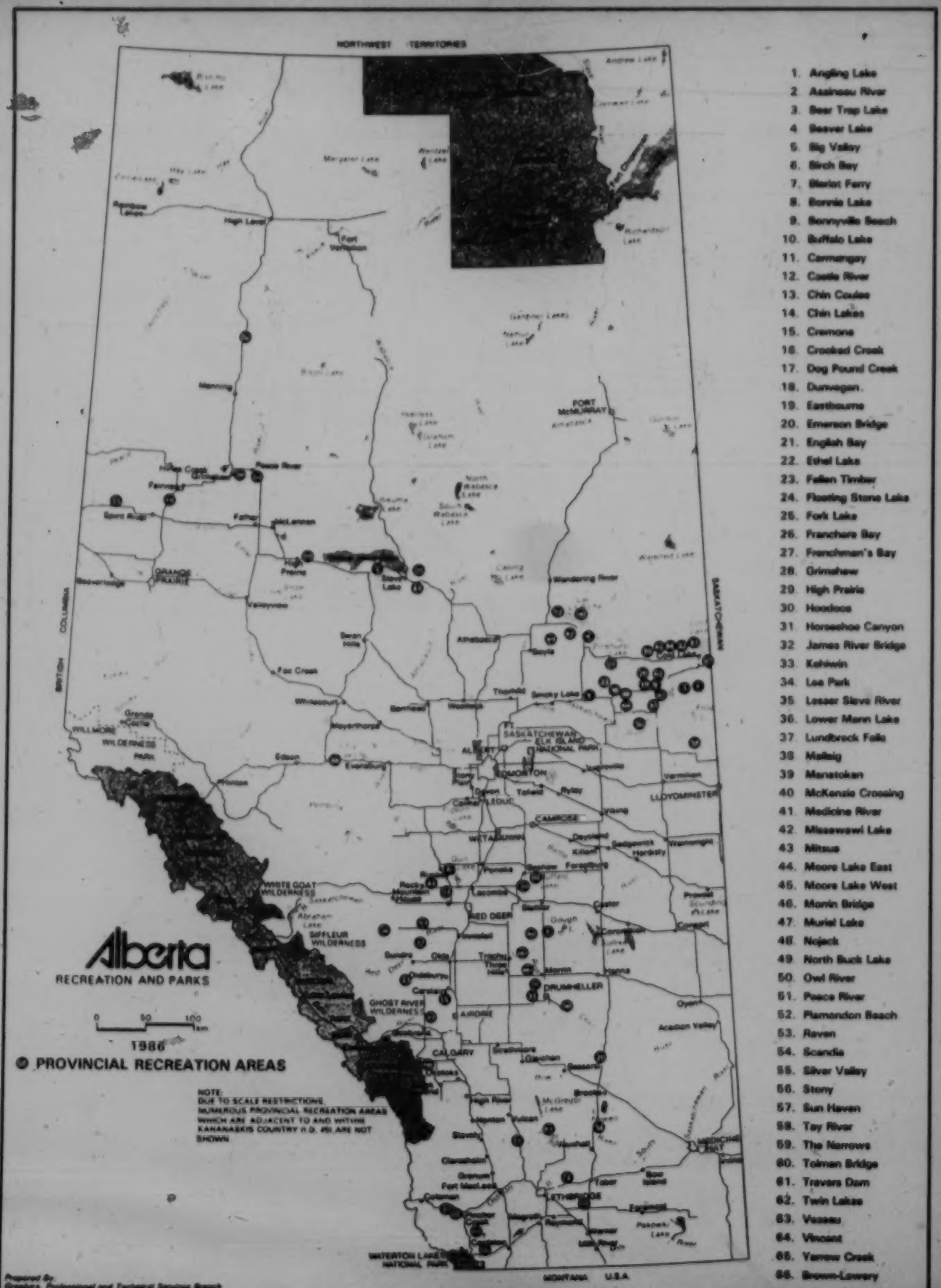
[359]Statutes of Alberta. 1981. Chapter 76, Section 3.
[360]Ibid. Section 1.
[361]Government of Alberta. 1982. Department of Recreation and Parks. Annual Report.
[362]Ibid.
[363]Government of Alberta. 1983. Department of Recreation and Parks. Annual Report.


NORTHWEST TERRITORIES
SASKATCHEWAN
BRITISH COLUMBIA
MONTANA U.S.A.
Alberta
RECREATION AND PARKS
1986
PROVINCIAL RECREATION AREAS
NOTE:
DUE TO SCALE RESTRICTIONS,
NUMEROUS PROVINCIAL RECREATION AREAS
WHICH ARE ADJACENT TO AND WITHIN
KANANASKIS COUNTRY (I.D. #9) ARE NOT
SHOWN
Prepared By:
Graphics, Professional and Technical Services Branch
Design and Implementation Division
EDMONTON
CALGARY
RED DEER
LETHBRIDGE
GRANDE PRAIRIE
FORT McMURRAY
LLOYDMINSTER
DRUMHELLER
CAMROSE
WHITE GOAT WILDERNESS
SIFFLEUR WILDERNESS
GHOST RIVER WILDERNESS
WILLMORE WILDERNESS PARK
WATERTON LAKES NATIONAL PARK
ELK ISLAND NATIONAL PARK
1. Angling Lake
2. Assineau River
3. Bear Trap Lake
4. Beaver Lake
5. Big Valley
6. Birch Bay
7. Blerlot Ferry
8. Bonnie Lake
9. Bonnyville Beach
10. Buffalo Lake
11. Cannangay
12. Castle River
13. Chin Coulee
14. Chin Lakes
15. Cremona
16. Crooked Creek
17. Dog Pound Creek
18. Dunvegan
19. Eastbourne
20. Emerson Bridge
21. English Bay
22. Ethel Lake
23. Fallen Timber
24. Floating Stone Lake
25. Fork Lake
26. Franchere Bay
27. Frenchman's Bay
28. Grimshaw
29. High Prairie
30. Hoodoos
31. Horseshoe Canyon
32. James River Bridge
33. Kelvelin
34. Lee Park
35. Lesser Slave River
36. Lower Mann Lake
37. Lundbreck Falls
38. Mallaig
39. Manatokan
40. McKenzie Crossing
41. Medicine River
42. Misawawi Lake
43. Mitsue
44. Moore Lake East
45. Moore Lake West
46. Morin Bridge
47. Muriel Lake
48. Nojack
49. North Buck Lake
50. Owl River
51. Peace River
52. Plamondon Beach
53. Raven
54. Scandia
55. Silver Valley
56. Stony
57. Sun Haven
58. Tay River
59. The Narrows
60. Tolman Bridge
61. Travers Dam
62. Twin Lakes
63. Vesseau
64. Vincent
65. Yarrow Creek
66. Brown-Lowery

become excessive in terms of the existing budget, and the Department of Transportation did not have the necessary staff to provide caretaking and policing services. It was thus deemed appropriate to transfer these areas to the Parks Department, where they constituted another dimension of the recreational land base administered by the Department.[364]

As part of the major government reorganization of 1975 which led to the formation of the Department of Recreation, Parks, and Wildlife, another new government agency, the Department of Culture, was established. It was decided once again at the political level that the 26 Provincial Park Historical Sites which were currently administered by the Parks Division would be more appropriately managed under the auspices of this new Department, and these areas, an integral part of the Parks Division since 1956, were accordingly removed from the provincial park system.[365]

## G. Legislation

In addition to the Wilderness Areas, Ecological Reserves, and Natural Areas Act, two other pieces of legislation pertaining to provincial park development were enacted during this period. The Provincial Parks Act of 1974 stated the purpose of provincial parks in succinct terms. They were to be developed and maintained:

a. for the conservation and management of flora and

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[364]Personal communication with Mr. T. Walls. Parks Planner, 1973-1987. January 26, 1987.

[365]Personal communication with Mr. T. Drinkwater. November 17, 1986.

fauna

b. for the preservation of specified areas and objects therein that are of geological, cultural, ecological, or other scientific interest, and

c. to facilitate their use and enjoyment for outdoor recreation.[366]

In essence, the purpose of parks, as outlined in the enabling legislation, had changed very little since the enactment of the Provincial Parks and Protected Areas Act of 1930. The dual objectives of the parks remained the preservation and conservation of natural, ecological, and cultural resources, and the provision of outdoor recreational opportunities. No mention was made in the 1974 Act of either the Parks Board nor the Advisory Committees, and the Act thus officially marked the demise of these two entities within the parks administrative system.

In 1983 the Provincial Park Amendment Act received the Royal Assent. This Act clarified the regulatory powers of the Provincial Parks Act, revised some outdated wording, and gave the Minister of Recreation and Parks the authority to administer lands under his jurisdiction which were not formally established as parks nor recreation areas.[367]

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[366]Statutes of Alberta. 1974. Chapter 51. Section 3.
[367]Government of Alberta. 1984. Department of Lands and Forests. Annual Report.

H. Summary

In terms of growth and development, this last phase in the development of the Alberta Provincial Parks system was undoubtedly the most extensive. While only nine new parks were added to the system, the total parks area more than doubled, and the government's financial support for the maintenance and development of provincial parks jumped from just under $3 million in 1972-73 to over $46 million in 1983-84. In addition to urban parks and Kananaskis, much of this money was invested in upgrading the existing parks, establishing a comprehensive planning component within the Parks organization, and in planning for new parks.[368]

Several new directions in the development of provincial parks can be identified during this era, e.g., the decentralization of the administration, the establishment of urban parks, and the creation of the vast multi-recreational centre at Kananaskis Provincial Park. Probably the most significant event, however, was the formation of the Department of Recreation, Parks, and Wildlife, later amended to Recreation and Parks, in 1975. The Parks administration was finally accepted as a major arm of government, and the creation of the new Department can be identified as an attempt to try and concentrate the management of the numerous recreational land areas under a single jurisdiction. The primary impetus for all of these developments emanated directly from within Cabinet, a

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[368]Personal communication with Mr. T. Drinkwater. January 13, 1987.

consequence of the active role in the provision of public services taken by the Conservative Government, which was liberally financed by the wealth which accrued from a prosperous economy based on oil and petroleum exports.

With the decline in the market value of these commodities in the early 1980's, the Provincial Government was forced to curtail its social spending program. In the 1982-83 Annual Report, the Deputy Minister of Recreation and Parks noted that:

> the year saw significant changes in Alberta's economy with direct implications for the management and direction of departmental programs and services. In particular, there was a requirement for even greater cost effectiveness in program and service delivery.[369]

The Parks component of the Department of Recreation and Parks was fortunate in that it did not feel the fiscal effect of the changing economic situation until 1984, when the Parks budget was reduced for the first time since the 1950's. This alteration in the Province's economic position in the early 1980's, the full effect of which was felt by the Parks administration in 1984, when the Parks budget was cut by over $6 million[370], is identified as the end of another phase of provincial park development, and the temporal culmination of the present study.

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[369]Government of Alberta. 1983. Department of Recreation and Parks. Annual Report. p. 7.
[370]Government of Alberta. 1985. Department of the Treasury. Public Accounts.

## VIII. Conclusions

The concluding chapter of the study offers two perspectives on provincial park development in Alberta. The purpose of the study was to trace the development of Alberta's provincial parks and to identify the major factors which have influenced their development. Some conclusions regarding those factors which had the most significant impact upon the development of provincial parks are suggested. The second perspective relates to a consideration of park development in terms of some general trends which characterized this development in Alberta. It is postulated that the identification of these trends may be useful for two reasons. First, the identification of developmental patterns may prove beneficial in establishing a model of park development which may have some utility for future students of park development. Second, the identification of certain general themes or trends may provide assistance for those wishing to predict the future directions of the Alberta provincial park system.

An historical examination of the development of Alberta's provincial parks has indicated that a variety of factors, social, economic, and political, have affected the evolution of the park system. During each distinct phase of development, different factors had varying degrees of influence on the course and nature of park development. An attempt was made in the study to identify and evaluate the most significant factors during each period of development.

The aesthetic ideals and the political position of Premier Brownlee appear to have provided a major impetus for the enactment of the Provincial Parks and Protected Areas Act of 1930 and the subsequent establishment of the first provincial parks two years later. The visions of the early park planners were severely curtailed by the economic situation brought about by the "Great Depression" in the 1930's, and park-related initiatives on the part of government were further restricted by the unusual conditions imposed by the advent of World War II. The most important factor in terms of park development during this period was the work of the local citizens groups under the direction of the Provincial Park Advisory Committees. Primarily through the efforts of these groups, an additional twelve areas were operated as provincial parks by 1950, although none had been established as such by Order-in-Council.

The dramatic social and economic changes which followed World War II were particularly pronounced in Alberta, where the discovery of substantial oil and petroleum resources in the immediate post-war years further accenuated social and economic metamorphosis. Increases in population, urbanization, and prosperity, combined with an improved transportation system, resulted in greater pressure on the province's recreational land base and a growth in the importance of outdoor recreation in general. The number of parks continued to increase, but the demand for parks no longer came exclusively from local groups, and an emerging

parks bureaucracy took over the planning and operation of the parks resource.

Parks administration became an accepted component of the Provincial Government with the creation of the Provincial Parks Branch in 1958 and a Parks Division in 1964. In the late 1960's and 1970's the parks bureaucracy grew both absolutely and in complexity. The hiring of a professional staff resulted in a more systematic and aesthetically-oriented approach to park development, and the concept of park values emerged within the Parks administration.

The election of a new government in 1971, the first change of government in over 35 years, coincided with a period of economic prosperity in Alberta. The "hands on" approach of a government financed by increasing profits from oil exports led to a period of unparalleled growth and development of the provincial parks. The Parks Division was amalgamated with the Recreation Division to form a full Department of the Provincial Government, and the addition of several new parks, most notably Kananaskis Provincial Park, more than doubled the existing park area. Government expenditure on parks in general and provincial parks in particular increased dramatically during this period, and it was not until 1984 that the Government, faced with an economy which had been in recession since the early 1980's, reduced the Parks budget by some $6 million. This marked the first time in 30 years that the Government allotment for

provincial park development had been cut, and brought the phase of expansion to a close.

The basic hypothesis of the study was that the development of provincial parks in Alberta was an *ad hoc* process. This implies that park development was essentially a process of improvisation, with park policies and planning formulated to meet the immediate needs or demands of the particular time. To an extent, this hypothesis was validated; many of the Provincial Government's park initiatives can be interpreted as reactions to changes in the social and economic environments. But the planning and development of provincial parks in Alberta was more than simply a series of "knee jerk" reactions to changing conditions. Rather, it can more accurately be considered as the result of a complex interactive process which was influenced by the public, the civil servant, and the politician. For example, the park-related concepts which Brownlee promoted in the late 1920's would have remained concepts only had it not been for the support which they received from both his Cabinet and the populace as a whole. Similarly, it is doubtful if the political will and financial resources of the Conservative Government of the 1970's would have produced such facilities as Kananaskis and Fish Creek Provincial Parks without the considerable input of park planners.

While the major factors which influenced park development have been summarized, it is important to

appreciate that their importance is relative to the amalgum of factors which interacted to affect that development. This interactive process is further illustrated by the identification of the general developmental trends which follows.

A. Parks and prosperity

A predominant and pervasive trend which characterized the provincial park system was continued expansion. Figures 11, 12, and 13 indicate various aspects of the growth of provincial parks within Alberta. In 1950 the total area covered by "operational" provincial parks totalled approximately 14,000 acres. By 1960 this figure had risen to approximately 107,000 acres,[371] an increase of well over 700% in land area. Similarly, between 1970 and 1980, approximately 163,000 acres was added to the provincial park system, increasing the existing park area by 120%.

It is noticeable that these two periods of park expansion correlate almost precisely with the years during which Alberta experienced its most prosperous economic conditions. The Provincial Treasury was never as wealthy as during the 1950's and the 1970's. When times were good, the park system expanded; during less prosperous periods, the parks resource was neglected. This was perhaps most apparent during the initial phases of park development. The inaugural park legislative initiatives, the Town Planning and

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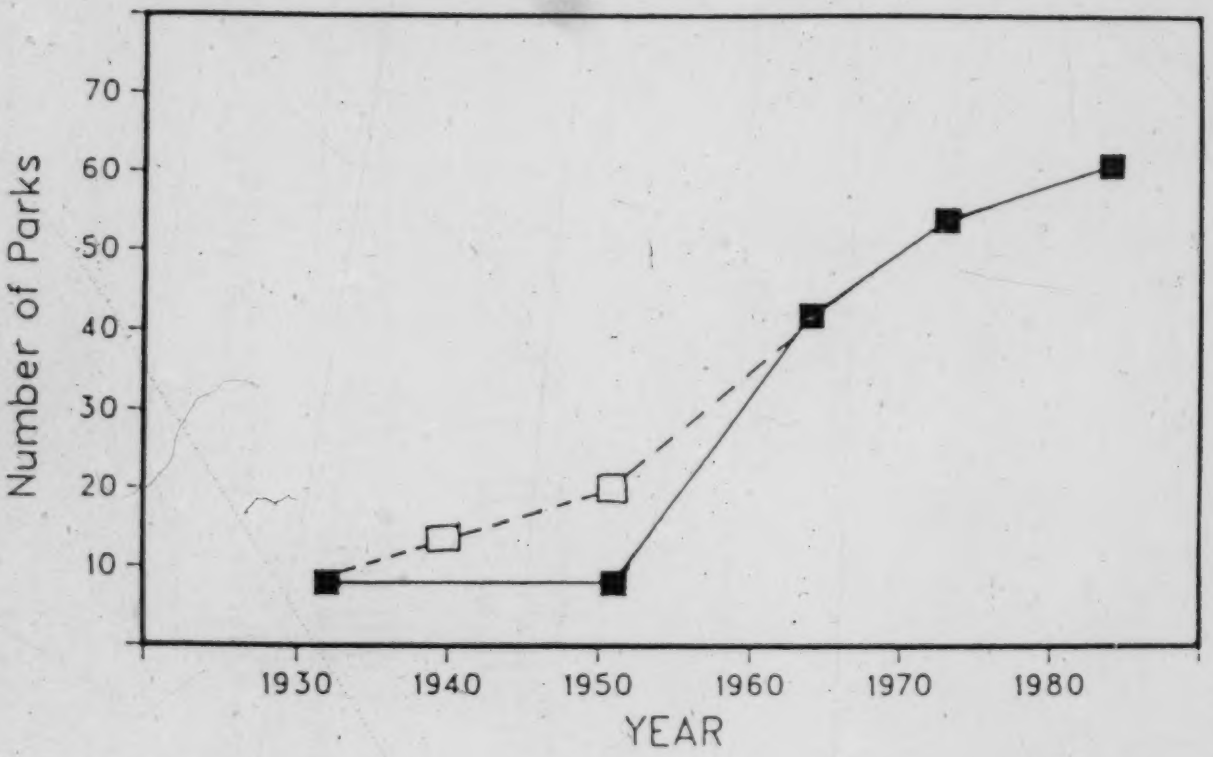
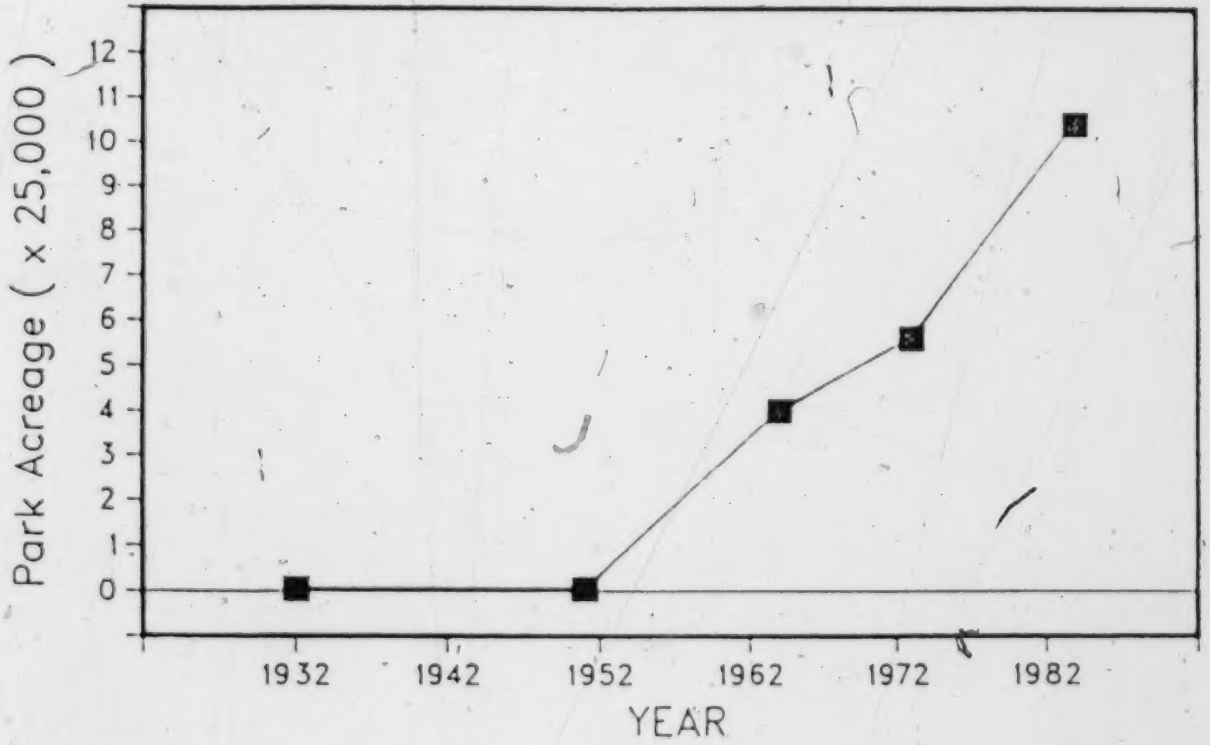
[371] E. P. Shaver to W. M. Baker. February 10, 1961.

# FIGURE 11. Growth of Provincial Parks in Alberta



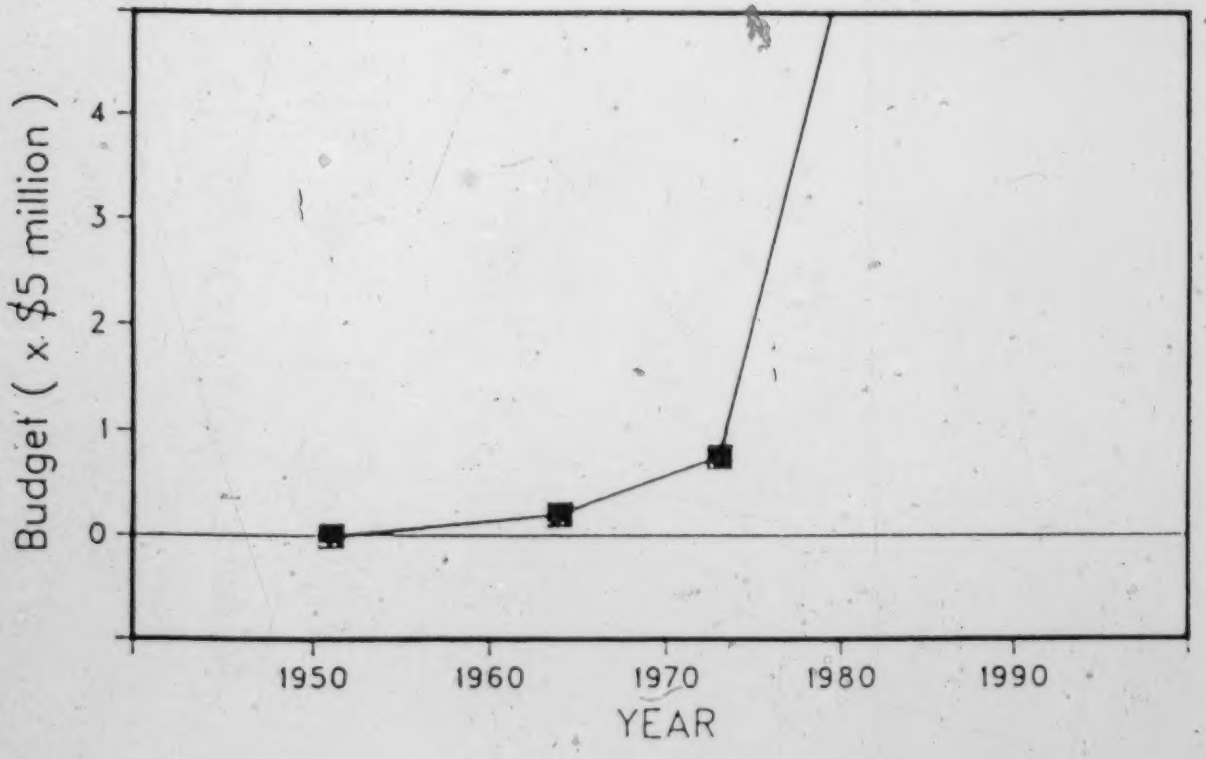

Source: Government of Alberta. Annual Reports. Various Departments.
Minutes of the Provincial Parks Board. 1938-51.
(Solid line indicates parks which were formally established; dotted line indicates areas which were reserved for park use.)

FIGURE 12. Area of Provincial Parks.




Source: Government of Alberta, Annual Reports. Various Departments.

# FIGURE 13. Provincial Parks Annual Budget




Source: Government of Alberta. Annual Reports. Various Departments.

Preservation of Natural Beauty Act of 1928, the Town Planning Act of 1929, and the Provincial Parks and Protected Areas Act, emerged from the brief period of prosperity which Alberta enjoyed in the late 1920's.[372] When this prosperity ended, it was over twenty years before park development received any substantial Government funding. Even during the 1950's and 1960's, the Superintendent of Parks, Mr. Charles Harvie, suggested that, in terms of the government allotment, "parks were the last to get money, and the first to have money cut from the budget."[373] Only in the early 1980's, when the Government's fiscal position was strongly established, did this pattern not hold true. Money for park development continued to be generated despite a downturn in the provincial economy. It can be argued that throughout their existence parks have been regarded as "luxury items" by the Alberta Government.

**B. Parks and people**

The rapid growth periods of the park system also coincided with the most spectacular population increases within the province. Between 1951 and 1961 the population of Alberta increased by 42%, and in the decade following 1971 by 37%.[374] To what extent this growing population directly influenced the expansion of the provincial park system

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[372]Hulchanski, J. D. 1981. *The origins of urban land use planning in Alberta, 1900-1945.* Toronto: University of Toronto. p. 42.

[373]Personal communication with Mr. C. Harvie. December 20, 1986.

[374]Kosinski. *Population characteristics and trends.* p. 38.

through the articulation of demands for more parks is difficult to assess. What seems more likely is that the larger numbers of people, more mobile and more affluent, exerted pressure on the existing recreational land area. In the 1930's and 1940's this demand had probably not been excessive. The majority of Alberta's urban dwellers either owned land in the rural areas or had relations or friends who did. These privately owned areas fulfilled the role of picnic or recreation sites for town dwellers.[375]

As the population increased, so the demand for recreational land areas rose also. During the 1950's, requests for park reservations still came predominantly from local groups,[376] but by the late 1950's these rural parks had lost their local identity to the extent that the Advisory Committees were no longer interested in operating them. Exacerbating the situation was the fact that the land base itself was under increasing pressure from agriculture and from oil and gas exploration. More visitors were competing for fewer recreation areas. It seems probable that the pressure from "outside" visitors was the major factor in stimulating the local demands for the establishment of provincial parks on traditional sites that had been used for outdoor recreation by the neighbouring communities.

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[375]Butler, J. R. N.D. *Recreation lands--demand and supply: Problems and prospects for the future.* Unpublished, and personal communication with Mr. A. Landals. January 27, 1987.

[376]Personal communication with Mr. C. Harvie. December 20, 1986.

There were several examples of this process occurring. In 1949 the village of Ma-Me-O Beach requested that the Provincial Parks Board assume responsibility for the operation and maintenance of the beach facility; in 1955 the Cross Lake Boosters Club petitioned the Parks Board to establish a park at Cross Lake; in 1957 the local County Council requested that Long Lake be designated a provincial park; and in 1960, two local landowners wrote to the Provincial Government regarding the problems caused by the increasing number of visitors to the Bragg Creek area.[377] In these, and other cases, increased recreational pressure stimulated the local citizens to take action which ultimately led to the establishment of provincial parks. The increasing number of visitations attested to the popularity of the parks, and precipitated development at other suitable sites.

From the 1930's until the late 1960's this was one of the major trends related to the development of provincial parks, and was a critical determinant of the nature and location of the provincial parks. Essentially, the provincial parks were predominantly local recreation areas, situated on public reserves, whose popularity necessitated intervention by the Parks Board and later the Parks component of the Government. All the parks were in close proximity to one or more local towns or communities, and this explains the spatial pattern of provincial parks,

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[377] Provincial Parks Board. Minutes.

located predominantly in the populated areas of the province. Figure 14 indicates the settlement patterns of Alberta from the 1930's to the 1980's. Very few of the existing provincial parks are situated outside the settlement zone, Kananaskis Provincial Park constituting an anomolous and important exception.

**Parks and politics**

Ultimately, the decision to establish a park is a political one. The advantages of "protecting" an area for recreation must be weighed against the benefits, potential or actual, of utilizing the same area for other purposes, e.g., agriculture, mineral exploration, etc. It is apparent that the development of parks has never been a high priority of the Alberta Government. Despite the fact that the Province controls approximately 66% of the land base of Alberta[378] the Government has committed only a very small amount of land for provincial park purposes.[379]

Given the political history of Alberta, characterized by strong one-party governments, the development of provincial parks in particular and the land base in general has never been an especially contentious issue. Due to this situation, however, with unilateral political power accorded

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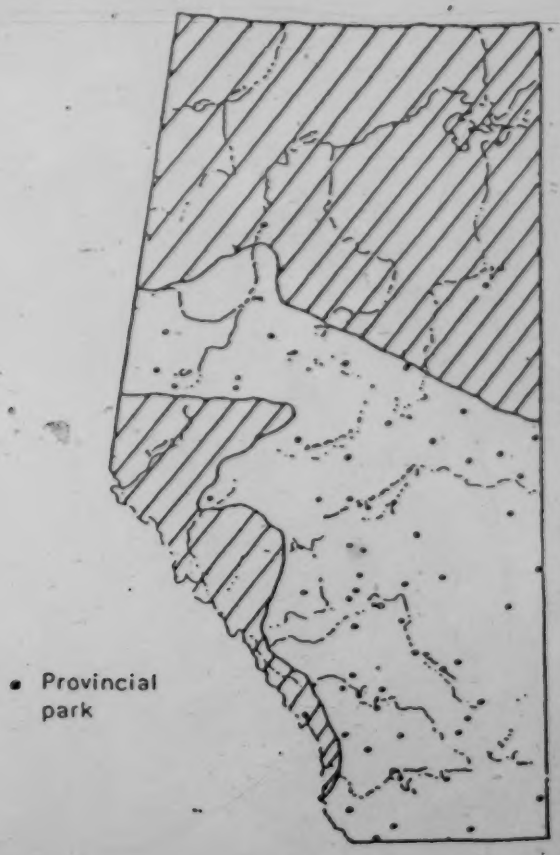
[378]Government of Canada. 1985. Canada Yearbook.

[379] In 1984, the total area of the park-related land base was 2,284 square kilometres. This area comprised just over 0.3 of 1% of the total area of the province. Excluding the wilderness areas, this figure was considerably reduced to 1,204 square kilometres. Government of Canada. 1985. Canada Yearbook.

FIGURE 14. Spatial distribution of population and provincial parks.

Transport links
Urban centres
Peripheral areas not incorporated into an urban-oriented system
The rural period (1920s and 1930s)
The urban period (1970s)

Source: Smith, P. J. 1982. *Alberta since 1945: The maturing settlement system*, in L. D. McCann ed. *A geography of Canada: Heartland and hinterland*. Scarborough: Prentice-Hall. (Used with permission).



individual parties and political figures, the influences of politicians on the development of provincial parks has been a significant one. In many cases, the original impetus for the creation of a provincial park is difficult to determine, i.e., did local groups informally recruit the support of their M.L.A. as a cogent strategy in their campaign to establish a park, or did the M.L.A. promote the park concept to maintain his or her political support? Certainly there have been instances where the political influence of a Minister or M.L.A. has been the overriding factor in the establishment of a provincial park.[380]

The first provincial park to be established, Aspen Beach, located at the south end of Gull Lake, was undoubtedly a popular recreation area for the constituents of Premier Brownlee's riding of Ponoka. A good portion of the lake was situated in his constituency, although the park itself encompassed the beach area which lay in the neighbouring riding of Lacombe, which was represented in the Alberta Legislature by Irene Parlby, the Speaker of the House and a prominent member of the U.F.A. Cabinet. Sylvan Lake, the second park to be established, was also within easy access of both these ridings.

Another of the original provincial parks, Park Lake, was situated in the riding of O. L. McPherson, the M.L.A. for Little Bow and the Minister of Public Works. It was this government Department which was given responsibility for

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[380]Personal communication with various administrators and planners from the Parks Department.

provincial parks in the first two decades of their existence. The first Secretary of the Provincial Parks Board, W. T. Aiken, noted of Gooseberry Lake Provincial Park, also established in 1932, that "the U.F.A. holds conventions in its groves."[381]

This link between politician and park continued throughout the development of the park system. Twelve Ministers have had the responsibility for provincial parks since their inception. During the tenure of these Ministers, in six instances parks were established or commenced operation in the ridings which these Ministers represented; Park Lake in 1932, Taber in 1934, Pembina River in 1953, Entrance in 1958, Notikewin in 1979, and Carson-Pegasus in 1982. A correlation between members of Cabinet and the establishment of provincial parks indicates that almost one third of the parks were established in ridings when those electoral districts had returned Cabinet Ministers (see Appendix D).

In many cases, individual M.L.A.'s pushed to have parks established in their constituencies. However, it is difficult to estimate accurately the effect of "a word in the right ear." What seems clear, however, is that the political factor was an influential one in terms of the development of Alberta's provincial parks. Parks seem to have been perceived by politicians as a means of maintaining or increasing political support by providing a "reward" for

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[381]Aiken. Provincial parks established. p. 8.

the constituents of the riding of the successful M.L.A.

The political nature of park development also had an important effect on a critical aspect of park management--planning. Up until the late 1960's, the Parks administration had neither the personnel nor the resources to establish a planning process for the development of a provincial park system. Faced with a "bush-fire situation" i.e., new areas were declared provincial parks before the Division had time to consolidate the development of the existing parks, the planning decisions as to where and how parks should be developed were not made by Park administrators.[382]

In the late 1960's and throughout the 1970's, increasing financial support from government and a more professional staff allowed the Parks administration to develop systematic, long term plans for park development which were based on ecological and bio-physical factors rather than political or populist considerations. However, for the most part, park planners were frustrated in their attempts to implement these developmental programs due to the incongruity of the time-frames which were relevant to the politician, on the one hand, and the planner on the other. The parks planner took a long-term, systematic approach to the development of provincial parks, while the politician, whose outlook tended to be oriented toward the four-year span which represented his or her elected term,

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[382]Personal communication with Mr. C. Harvie. December 20, 1986, and with Mr. T. Drinkwater, January 13, 1987.

adopted a more pragmatic approach to park development.[383]

This, of course, is an over-generalization. There were politicians closely connected with the management of the parks resource who were able to envisage park development over a period exceeding four years. Also, park planners were able to make use of the pragmatic needs of the politician to advance the cause of systematic, ecologically based development. However, it seems clear that attempts by the Parks administrators to establish a logical developmental strategy based on the diverse requirements of both the people and the land base were severely constrained by the short-term, essentially utilitarian concerns of the politician.[384] Park planners basically adopted a "take what you can get" approach to planning by identifying real or potential park demands and tailoring their plans to these demands.

C. The Parks agency

The initial concept of a parks management agency, outlined by W. T. Aiken in the early 1930's, comprised a single entity which was responsible for a variety of types of park, e.g., large preservation areas, small water-based parks for "popular" recreation, roadside campgrounds for travellers and tourists. Faced with a severe economic situation, the Government's interest in parks of any kind

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[383]Ibid.
[384]Ibid, and personal communication with Mr. A. Landals. January 27, 1987.

subsided, and this idea was stillborn.

In the 1950's and early 1960's, economic conditions were more favourable for government-sponsored park development. However, during this period, the management of the different types of park was taken over by separate government agencies. Roadside campgrounds were operated by the Department of Highways, while the Forestry Division assumed the administration of the large wilderness areas such as Willmore and Siffleur.

Both the 1964 Parks Act and the 1967 Parks Policy Statement can be interpreted as attempts to centralize the administration of the various types of park in one agency, the Parks Division. The 1964 Act placed the wildernress areas within the jurisdiction of the Parks Director, while the classification of parks included in the later Policy Statement seemed to imply management consolidation. In practical terms, the Parks Division did not have the capability to manage the wilderness areas[385] and the Policy Statement did not bring any new land areas under the control of the Division. The Department of Highways continued to maintain and expand its system of highway campsites, and the Forestry Division expanded its network of campgrounds throughout its management area of the province. The 1971 Wilderness Areas Act appeared to reduce the role of the Parks Division in the management of the wilderness areas.

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[385]Personal communication with Mr. C. Harvie. December 20, 1986.

The creation of the Department of Recreation, Parks, and Wildlife in 1975 perhaps represented the most concentrated effort by government to establish a unified, central agency responsible for all aspects of the management of the recreational land base.[386] The Minister of the new Department was empowered to make administrative decisions regarding a wide range of park areas, and develop a policy which would provide an integrated system of park resources. While Kananaskis Provincial Park perhaps best exemplifies the potential benefits of a single agency management approach to recreational land base planning, by 1984 there was little evidence that any attempt had been made to implement such an approach in terms of the province as a whole. The transfer of a number of roadside campgrounds, renamed Recreation Areas, from Transportation to Parks and Recreation in 1981-82 indicated a step toward a more unified management program, but there still remain a number of agencies within the Provincial Government, e.g., the Fish and Wildlife Division, Forestry Division, Department of Culture, which share responsibility for the administration of recreational land areas.

Past events indicate that the agency with primary responsibility for park development has acted reactively to demands from outside the organizational environment. From the 1930's until the late 1960's, the Parks administration

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[386]Personal communication with Mr. T. Drinkwater. November 19, 1986, and with Mr. A. Landals. January 27, 1987.

"had no direction other than what the people requested."[387] In the late 1960's and early 1970's the Division began to initiate some policies on its own, e.g., the master-plan program, natural and interpretative services, but with the election of the Conservative government in 1971, reaction to political interests became the primary determinant of the agency's activity. The initial decisions regarding Position Paper 13, the urban parks program, and Kananaskis Provincial Park were made by politicians.

A general trend in the history of the Parks administration has been an emphasis on the management of the type of parks that provide opportunities for intensive recreation. During the late 1950's, the 1960's, and, to an extent, the 1970's, the number of annual visitations was the measure of the success of the Parks Division. Historically, despite the rhetoric of the various Park Acts, the conservation and preservation of the land base has not been a high priority for the Parks administration. There are perhaps two major reasons for this. Firstly, protection of the environment has never been a significant concern for the Provincial Government, regardless of the party in power. One of the few occasions on which conservation interests were promoted at the expense of economic development was the enactment by Premier Brownlee of the "Preservation of Natural Beauty" legislation in 1928. The intent of this

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[387]Personal communication with Mr. C. Harvie. December 20, 1986.

measure was rather limited, however, in that it sought to curtail the spread of billboards and unsightly gas stations along the province's highways.[388] The reservation of the large wilderness areas by the Social Credit Government in the 1960's was peculiar in that it appeared to be the result of pressure from commercial hunting and outfitting groups, yet the legislative measures protecting these areas were most strict in regulating the very activities which these groups wished to pursue, e.g., hunting, shooting, trail riding. In the years after these areas had been "protected," large sections of the wilderness areas had their status revoked, and in some cases mineral exploration and development were permitted inside the areas.

A second reason for the lack of a preservation/conservation policy for parks in Alberta was the presence of the extensive National Park area in the Province which, with the advent of widespread automobile travel, was within fairly easy access of the population. Thus, it could be reasoned, large areas of Alberta were already well protected, and those who wished to enjoy outdoor recreation in a "natural" environment had the opportunity to do so in the Mountain parks or in the vast Wood Buffalo National Park in the north-east portion of the province.

The primary focus of the Parks agency has been the provision of opportunities for "popular" recreation

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[388]Hulchanski. Origins of urban land use planning.

activities. From the 1930's to the late 1960's this consisted, by and large, of camping, picnicking, boating, and taking the family to "the lake." As the public interest in outdoor recreation diversified in the late 1960's and 1970's, so interpretative and trail programs were introduced to accommodate this new demand. Satisfying the requests for environmental protection, articulated by groups such as the Alberta Wilderness Association and the Fish and Game Association has not been as simple, as conservation policies require support at the political level. The Parks administration has attempted to meet these demands incrementally, adding small pieces of land that represent ecologically threatened areas to existing parks, trading-off golf courses and alpine villages for the protection of ecologically fragile mountain areas in Kananaskis, and through the promotion of legislation such as the Wilderness Areas Ecological Reserves and Natural Areas Act which, theoretically, has brought new conservation-oriented types of park into existence.

**D. Summary**

The development of the Alberta provincial park system was the result of a variety of inter-related and inter-active factors. First and foremost, the creation of a park implies a political decision. To establish a park, other land use must therefore be excluded. A primary factor in the evolution of the park system in Alberta was the

availability and abundance of the land resource. In terms of the timing of park initiatives, the Alberta government found it more attractive to establish parks during periods of economic prosperity. Giving something up, even if the potential is unknown, is always easier during times of plenty. During the first two decades of park development, when the government's financial position was not strong, the impetus for park development was provided by public interest groups.

The primary motive for the establishment of provincial parks by government was basically utilitarian; the greatest happiness for the greatest number. This determined both the location and the type of park which was developed. Provincial parks were established close to population centres and were designed to be accessible to people. Political motives influenced the location of parks, and political considerations affected the technical development of the park system. With the emergence of a professional park bureaucracy in the late 1960's and early 1970's, there also emerged two incongruent value systems, of the politician on the one hand and the parks administrator on the other. The interaction between those value systems has influenced the course and nature of park development over the last two decades.

In terms of future directions for provincial parks, history would seem to indicate that changes in the socio-economic environment and the prevalence of a

particular land-use value system will be the two factors which will exert the most significant influence on provincial park development in Alberta. The extensive policy review began by the government in 1984 may help to resolve the politician-administrator value conflict re- the development of the recreational land base. The matter of socio-economic change is a more difficult issue, less amenable to accurate prediction, and probably the factor which will have the greatest influence on the future direction of the development of provincial parks in the province.

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## Appendices


Appendix A — Statement of parks expenditure. 1929.

Appendix B — Provincial Park and Protected Areas Act. 1930.

Appendix C — Classification of Alberta Provincial Parks. 1971.

Appendix D — Provincial parks established or reserved in constituencies of Members of Cabinet.

Appendix E — Chronology of provincial park development.

Appendix F — Date of establishment and acreage (1986) of Alberta provincial parks.

Appendix A has been removed due to the poor quality of reproduction of the original copy.

Appendix B

# 1930

## CHAPTER 60.

### An Act respecting Provincial Parks.

*(Assented to March 21, 1930.)*

HIS MAJESTY, by and with the advice and consent of the Legislative Assembly of the Province of Alberta, enacts as follows:

Short title

**1.** This Act may be cited as *"The Provincial Parks and Protected Areas Act."*

Acquisition of area for park

**2.** The Lieutenant Governor in Council may at any time, and from time to time, and out of moneys provided by the Legislative Assembly for that purpose, purchase any area within the Province for the purpose of a provincial park, and may accept a gift of any area from any person for that purpose.

Constitution of protected area

**3.** The Lieutenant Governor in Council may at any time, and from time to time, constitute any area within the Province as a protected area for the purpose of protecting and preserving therein objects of natural beauty or fossil remains or other objects, animate or inanimate, of geological, ethnological, historical or other scientific interest.

Publication of proclamation

**4.** Upon the publication of a proclamation to that effect in *The Alberta Gazette* any such area shall thereupon be constituted a provincial park or protected area (as the case may be) within the meaning of this Act.

Purposes for which park may be used

**5.** Every provincial park shall be used for the purposes hereinafter set out or for any one or more of them, that is to say:

(*a*) For the recreation and general benefit of the inhabitants of the Province;

(*b*) For the propagation, protection and preservation therein of wild animal life and wild vegetation;

(*c*) For the protection and preservation therein of objects of geological, ethnological, historical or other scientific interest.

Provincial Parks Board

**6.**—(1) The Lieutenant Governor in Council may by order constitute a board of management, to be known as the

Provincial Parks Board, for the control and management of provincial parks and protected areas.

Board of management for any particular area

(2) The Lieutenant Governor in Council may also by notice in *The Alberta Gazette*, constitute a board of management, to be known by such title as may be set out in the order, for the control and management of any particular provincial park or protected area.

Number of members

(3) Every board shall consist of such number of persons as the Lieutenant Governor in Council may from time to time determine.

(4) In lieu of constituting a board, the Lieutenant Governor in Council may by a similar order confer upon any board, official or officials of the Government or any person or persons, the powers and duties expressed by this Act to be conferred or imposed upon a board.

Chairman

7. When any board is constituted under the provisions of this Act, the Lieutenant Governor in Council may appoint a chairman thereof, and fix the terms of office of the members thereof, the quorum for a meeting thereof, and may make regulations as to the vacation of office and such other matters as it seems proper to regulate.

Powers and duties of board

8.—(1) Every board shall control, manage and maintain the parks or protected areas of which it has control for the objects specified in this Act, and for that purpose it shall utilize such moneys as may from time to time be appropriated by the Legislative Assembly for the purpose and other revenues of the board under the provisions of this Act.

(2) A board may within a park or protected area, as the case may be—

(*a*) construct such roads, bridges, buildings, piers, fences, sanitation works and improvements and in addition may carry out such other works as it may consider necessary for the purposes of such park;

(*b*) take such steps as will ensure the security of the animal and vegetable life in such park or protected area and the preservation of such park or protected area and the animals and vegetation therein in a natural state;

(*c*) reserve or set aside any area of such park or protected area as breeding places for animals, and as nurseries for trees, shrubs, plants and flowers;

(*d*) let sites in the park for the erection of hotels or other buildings for the accommodation of visitors, shops, or other undertakings, and set aside portions of the park for recreation grounds;

(*e*) prescribe fees for services within a park;

(*f*) erect a museum in the park;

(*g*) exclude members of the public from any area or areas within a park;

(*h*) dispose of any animal, vegetable or mineral or other product of a park;

(*i*) regulate traffic in the park;

(*j*) lease any part of the park in accordance with regulations to be prescribed by the Lieutenant Governor in Council;

(*k*) do all such things as may be necessary or proper for the equipment, maintenance or management of a park or protected area and the preservation of order therein and of the amenities thereof;

(*l*) exercise all such powers as may be conferred upon it by the Lieutenant Governor in Council;

(*m*) make, subject to the approval of the Lieutenant Governor in Council, regulations not inconsistent with this Act, as to all or any of the matters mentioned in this section or otherwise entrusted to the board;

(*n*) prescribe penalties for the breach of any regulations made by it, but not in excess of the penalties set out in section 12.

Revenue of board

9.—(1) The revenue of a board shall consist of voluntary subscriptions, donations and bequests received by it from the public, fees or other moneys received under the provisions of this Act, fines paid or recovered in respect of contraventions of this Act or the regulations, and such money as may be appropriated for its use by the Legislative Assembly.

Accounts

(2) Every board shall keep a full and correct account of all moneys received and expended by it, and shall at such time as may be directed by the Lieutenant Governor in Council submit a report of its operations, accompanied by a statement of its revenue and expenditure, to the Minister. The accounts of the board shall be subject to audit by the Provincial Auditor.

Expropriation

10. Any area of land which the Lieutenant Governor in Council desires to constitute as a provincial park shall be deemed to be a public work within the meaning of *The Public Works Act*, and all the provisions of that Act relating in any way to the expropriation of lands for public works, the compensation therefor and arbitration with respect thereto, shall apply to such area, together with such other provisions of the Act as may be applicable in view of the provisions of this Act, save that the powers in such Act conferred upon the Minister of Public Works shall be exercisable by such Minister as may be determined by the Lieutenant Governor in Council.

Taxation

**11.** No rates or taxes of any kind shall be levied upon any land or building situate within a provincial park and in the occupation of the board or any of its officers or servants.

Penalty

**12.** Any person contravening any of the provisions of this Act or of any regulation made thereunder (where no specific penalty is imposed by the regulations), shall be liable upon summary conviction to a penalty not exceeding one hundred dollars, or in default of payment thereof, to imprisonment with or without hard labour for a period not exceeding one year, or if such person has been previously convicted, to such imprisonment without the option of a fine.

Payment of fine to board

**13.** Any fine paid or recovered in respect of any contravention of this Act or the regulations committed within a park or protected area, shall be paid over to the board.

Power of Lieutenant Governor in Council

**14.** The Lieutenant Governor in Council shall have power—

(*a*) to make regulations as to terms upon which land within a public park may be subdivided and leased;

(*b*) to forbid the excavation of fossil remains or skeletons within a public park or protected area, or regulate the same;

(*c*) to confer upon any board powers of assessing leases within a park and imposing taxation in respect of such leases;

(*d*) to confer upon any board all or any of the powers possessed by the council of a village, whether to be exercised by it with or without the assent of the proprietary electors;

(*e*) to declare any structure or thing or any natural object existing within the Province to be a "historic object" and to prescribe penalties for any interference with such object;

(*f*) to raise by way of loan such sum of money as may be necessary from time to time to render any area fit for enjoyment as a public park, and to lend the same to any board and to prescribe the terms of repayment thereof and the interest payable thereon, or to guarantee the repayment of any sum borrowed by a board for the purposes aforesaid upon terms approved by the Lieutenant Governor in Council.

Coming into force of Act

**15.** This Act shall come into force on the day upon which it is assented to.

Appendix C has been removed due to the poor quality of reproduction of the original copy.

Appendix D

Provincial parks established or reserved in constituencies of Members of Cabinet.

| Park (date established or reserved) | Electoral District | Cabinet member |
|---|---|---|
| Aspen Beach (1932) | Lacombe | M. I. Parlby (Minister Without Portfolio, Speaker of the House) |
| Park Lake (1932) | Little Bow | O. L. McPherson (Minister of Public Works) |
| Taber (1934) | Taber | J. J. MacLellan (Minister of Public Works) |
| Saskatoon Mountain (1936) | Grande Prairie | H. W. Allen (Minister of Lands and Mines) |
| Dinosaur (1955) | Hand Hills | W. W. Cross (Minister of Public Health) |
| Cross Lake (1955) | Pembina | R. D. Jorgensen (Minister of Public Welfare) |

| | | |
|---|---|---|
| Crimson Lake (1955) | Rocky Mountain House | A. J. Hooke (Minister of Economic Affairs) |
| Writing-on-Stone (1957) | Warner | L. C. Halmrast (Minister of Agriculture) |
| Little Fish Lake (1957) | Drumheller | G. E. Taylor (Minister of Agriculture) |
| Willow Creek (1957) | McLeod | J. Hartley (Minister of Public Works) |
| Thunder Lake (1958) | Pembina | R. D. Jorgensen (Minister of Public Welfare) |
| William A. Switzer (1958) | Edson | N. A. Willmore (Minister of Lands and Forests) |
| Dry Island Buffalo Jump (1970) | Three Hills | R. S. Ratzaloff (Minister of Industry & Tourism) |
| Fish Creek (1975) | Calgary Egmont | C. M. Leitch (Attorney-General) |
| Wyndham-Carseland (1979) | Three Hills | A. A. Warrack (Minister of Utilities and Telephones) |

| | | |
|---|---|---|
| Hilliards Bay (1979) | Lesser Slave Lake | L. R. Shaben (Minister of Utilities and Telephones) |
| Notikewin (1979) | Peace River | J. A. Adair (Minister of Recreation and Parks) |
| Carson-Pegasus (1982) | Whitecourt | P. Trynchy (Minister of Recreation and Parks) |

Sources: Government of Alberta. N. D. *Biographical register of the Alberta legislature.*

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Appendix E

Chronology of Provincial Park Development in Alberta, 1928 - 1984

1928 Town Planning and Preservation of Natural Beauty Act.
Government made money available "for provincial park purposes."

1930 Provincial Parks and Protected Areas Act.
Enabling legislation for the establishment of provincial parks.

1932 First provincial parks established.

1935 Area at Writing-on-Stone reserved. First park reserved for purpose of preservation.

1951 Provincial Parks Act.
Allowed for hiring of parks staff. First Parks Superintendent employed.

1957 Position of Parks Commissioner created. Visitation to provincial parks exceeded one million.

1964 Provincial Parks Act.
Parks Division established. Director of Parks appointed.

1967 Provincial Parks Policy Statement.
First statement of policy for provincial park development.

1973 Position Paper 13.
Identified flaws in park system and set out directions for future park development.

| | |
|---|---|
| 1975 | Department of Recreation, Parks, and Wildlife established. |
| | First urban provincial park established at Fish Creek. |
| 1977 | Kananaskis Provincial Park established. |
| 1979 | Department of Recreation and Parks established. |
| 1984 | Parks budget reduced for first time in 30 years. |

Appendix F

Date of establishment and acreage (1985) of Alberta provincial parks.

| Name | Date of establishment | Acreage |
|---|---|---|
| Aspen Beach | 1932 | 400 |
| Sylvan Lake | 1932 | 210 |
| Park Lake | 1932 | 500 |
| Gooseberry Lake | 1932 | 128 |
| Saskatoon Island | 1932 | 251 |
| Cypress Hills | 1951 | 49,920 |
| Red Lodge | 1951 | 159 |
| Kinbrook Island | 1951 | 93 |
| Sir Winston Churchill | 1952 | 591 |
| Vermilion | 1953 | 1,896 |
| Garner Lake | 1953 | 182 |
| Pembina River | 1953 | 409 |
| Little Bow | 1954 | 272 |
| Beauvais Lake | 1954 | 1,480 |
| Taber | 1954 | 125 |
| O'Brien | 1954 | 166 |
| Dinosaur | 1955 | 14,693 |
| Crimson Lake | 1955 | 8,507 |
| Cross Lake | 1955 | 4,137 |
| Wabamum Lake | 1955 | 521 |
| Queen Elizabeth | 1956 | 211 |
| Winagami | 1956 | 2,902 |

| | | |
|---|---|---|
| Dilberry | 1957 | 2,502 |
| Ma-Me-O | 1957 | 4 |
| Long Lake | 1957 | 1,888 |
| Rochan Sands | 1957 | 287 |
| Woolford | 1957 | 87 |
| Writing-on-Stone | 1957 | 1,059 |
| Little Fish Lake | 1957 | 151 |
| Big Hill Springs | 1957 | 63 |
| Willow Creek | 1957 | 269 |
| Thunder Lake | 1958 | 514 |
| Miquelon Lake | 1958 | 1,843 |
| William A. Switzer | 1958 | 6,637 |
| Moonshine | 1959 | 2,093 |
| Bow Valley | 1959 | 2,000 |
| Bragg Creek | 1960 | 302 |
| Williamson | 1960 | 43 |
| Big Knife | 1962 | 732 |
| Jarvis Bay | 1965 | 216 |
| Tillebrook | 1965 | 344 |
| Lesser Slave Lake | 1966 | 18,500 |
| Moose Lake | 1967 | 1,818 |
| Pigeon Lake | 1967 | 615 |
| Gregoire Lake | 1969 | 1,704 |
| Chain Lakes | 1969 | 1,011 |
| Police Outpost | 1970 | 361 |
| Hasse Lake | 1970 | 170 |
| Dry Island-Buffalo Jump | 1970 | 1,300 |

| | | |
|---|---|---|
| Calling Lake | 1971 | 1,829 |
| Young's Point | 1971 | 2,693 |
| Fish Creek | 1975 | 2,854 |
| Cold Lake | 1976 | 976 |
| Kananaskis | 1977 | 124,315 |
| Midland | 1979 | 1,043 |
| Hilliard's Bay | 1979 | 5,754 |
| Strathcona Science | 1979 | 270 |
| Wyndham-Carseland | 1979 | 440 |
| Notikewin | 1979 | 23,887 |
| Carson-Pegasus | 1982 | 3,880 |
| Whitney Lakes | 1982 | 3,683 |

Sources: Government of Alberta. 1932-1986. Annual Reports of various Departments. Government of Alberta. 1986. Travel Alberta Accommodation Guide. Landals, A. N. D. *Alberta parks*. Paper included in manual for Forest Science Course No. 463, University of Alberta.